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ABSTRACT

There is evidence that increasing the compensation of child care workers improves the quality of child care. This study was funded by the Child Development Division of the California Department of Education to identify policy options addressing the improvement of compensation for staff working in child care and development programs. The report presents a literature review, California survey results, extant data analyses, promising practices, and recommendations that were developed during the course of the study. Part 1, "A Review of the Literature and Recent Findings," consists of four chapters which summarize the research literature on: (1) child care quality and children's outcomes; (2) the influence of staff compensation on child care quality; (3) a profile of the child care work force; and (4) family access to affordable services. Part 2 of this report, "Next Steps," is divided into two chapters. The first presents a review of promising practices that have been developed by other states and organizations to improve the quality of child care through better compensation for child care and development workers. The second is the result of a combined effort by project stakeholders and staff to synthesize the research, recent findings, and promising practices to design a range of recommended policy options relevant to the state of California. Appendices present methodology, tables, a list of stakeholders, a workforce profile in Los Angeles County, a workforce profile in Alameda County, and child care center and staff surveys. Contains about 108 references. (WJC)

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California Child Care and Development Compensation Study:

Towards Promising Policy and Practice

Final Report
November 27, 1996

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Introduction

The California Child Care and Development Compensation Study was funded by the Child Development Division of the California Department of Education to identify policy options addressing the improvement of compensation for staff working in child care and development programs. The components of the study included a review of the research literature on compensation, quality and affordability; a survey of current compensation arrangements in a California sample of center-based programs; analysis of extant data to compare the compensation of child care workers with that of workers in professions requiring similar education levels; a review of promising practices in other states and organizations; and the development of policy recommendations for California. Throughout the study, project staff consulted with a group of stakeholders including state- and community-level policymakers, child care teachers, providers, trainers and other advocates. Project staff also included senior advisors in early childhood program policy and fiscal policy analysis. The study was conducted from October, 1995 to December, 1996.

This report presents the literature review, California survey results, extant data analyses, promising practices, and recommendations that were developed during the course of this study. An executive summary of the report is also available from the Child Development Division of the California Department of Education. The report is divided into two parts. Part I, A Review of the Literature and Recent Findings, consists of four chapters which summarize the research literature on (1) child care quality and children's outcomes, (2) the influence of staff compensation on child care quality, (3) a profile of the child care work force, and (4) family access to affordable services. Chapter 3 reviews prior research profiling national and California child care and development workers, and presents findings from the center and staff surveys conducted for the

current study. The 1996 California survey results are highlighted as they relate to these previous studies.

Part II of this report, Next Steps, is divided into two chapters. Chapter 5 presents a review of promising practices that have been developed by other states and organizations to improve the quality of child care through better compensation for child care and development workers. Chapter 6 is the result of a combined effort by project stakeholders and staff to synthesize the research, recent findings, and promising practices to design a range of recommended policy options relevant to the state of California.

Appendix A contains a detailed description of the study methodology, including survey and data analysis procedures. Appendix B consists of 20 tables with additional findings from the current study. These tables present survey and extant data analysis results, including descriptive data on the sample of centers and staff; detailed demographic, wage, benefit, health coverage, education, and staff turnover findings; and the results of multivariate regression analyses. Appendix C includes a listing of the individuals who participated in this study as members of the stakeholders' group. Appendices D and E contain copies of recently completed profiles of the child care center work force in Los Angeles and Alameda counties. Appendix F contains copies of the center and staff surveys used for the California Child Care and Development Compensation Study.

Background

The demand for child care services has risen steadily over the past twenty-five years and analysts predict that this trend will continue well into the 21st century (Hernandez 1996; Willer et al. 1991). Child care has become a necessity in promoting young children's readiness for school, in combating welfare dependency and poverty and in helping parents of all incomes enter and stay in the work force. Many policymakers, opinion leaders, educators and parents agree that high-quality, accessible and affordable early care and education not only offers a critical service for children and

families, but can meet a range of broader educational and economic objectives (Carnegie Task Force 1994; National Center for Clinical Infant Programs 1992; Boyer 1991; National Commission on Children 1991; National Governor's Association 1990). Yet current public policies, as well as changes in services for low-income families proposed under recent welfare reform legislation, undercut the fulfillment of many of these objectives.

While the supply of child care services has kept pace with demand in recent decades,[1] the quality of the child care accessible to most children in the United States has been rated as mediocre (Hofferth 1996). As the 1980s drew to a close, the National Child Care Staffing Study revealed that one-third of child care center classrooms scored at or below a "minimally adequate" level of quality. Only 12 percent of all centers provided good- to excellent-quality care (Whitebook, Howes, and Phillips 1990). Recently, the Cost, Quality and Child Outcomes Study (1995) closely replicated these findings: only 14 percent of centers observed were rated as good to excellent. Infant and toddler care were found to be even more compromised: a meager 8 percent of infant/toddler programs were judged as good to excellent in quality. An important recent study of relative and family child care discovered that children are faring no better outside of center-based programs: only 9 percent of the homes it studied ranked as good to excellent, 56 percent were rated as "adequate/custodial" and a disturbing 35% were rated as "inadequate/growth-harming" (Kontos, Howes, Shinn, and Galinsky 1995). Both of these recent studies included California sub-samples. While proving of slightly better quality than care in states with more lax regulations, California services did not differ significantly in quality from other programs around the country.

[1]The price of child care for parents changed little between 1970 and 1990. A tremendous expansion in the supply of care during the 1980s kept pace with parents' growing demand, and thus helped keep prices stable. Since 1990, larger annual price increases have occurred—as much as 20 percent over three and a half years—for center-based care, family child care, and relative care. According to Hofferth (1995), this suggests that "more pressure is being placed on the supply of child care without a concomitant expansion of supply, and, as a result, parental expenditures for it are rising faster than the cost of living."

The pervasively low quality of U.S. child care raises concern in many quarters, because children are not immune to its consequences. Children's language and social skills in particular are sensitive to the quality of interactions and consistency of relationships they develop with their caregivers and teachers. As a result, considerable effort has been geared toward identifying and implementing the components of high-quality child care services. Child care program quality, although it has many facets, hinges primarily on the quality of relationships between adult caregivers and children. Children thrive in environments with consistent and skilled providers who are able to establish and maintain developmentally appropriate environments.

Researchers identify adequate staff compensation—including both wages and benefits—as the most direct and efficient method of attracting and retaining well-trained staff. Child care center staff and family child care provider wages have been shown in the leading studies of U.S. child care to be key predictors of child care program quality (Cost, Quality and Child Outcomes Study Team 1995; Kontos et al. 1995; Whitebook et al. 1990). This is not to say that improved compensation alone can ensure a high-quality program, but rather that it is an integral, irreplaceable component of a high-quality program that also includes well-trained teaching staff, low turnover, high adult/child ratios, small group sizes and well-trained administrators. Investing in child care staff through adequate wages and benefits has thus been identified as an essential step toward achieving and maintaining quality services.

Six years after the publication of the National Child Care Staffing Study, the first widely-recognized study to link child care compensation and program quality, the economic status of the child care work force remains tenuous:

- This work force, which is 98 percent female and disproportionately represents women of color, earned an average in 1993 of $6.89 per hour, or $12,058 per year. Teachers and assistant teachers with higher educational attainment received only minimally better salaries on average.

- Health care coverage was available only to a minority of child care workers and often in a partially-paid plan that is unaffordable to many. Only 18 percent of all child care programs offered fully-paid health insurance to all teaching staff in 1992.

- Pension plans, paid maternity leave and cost-of-living increases are rarely offered to any teaching staff.

- More than one-third of teachers (39 percent) and more than one half (52 percent) of assistants leave their programs each year.

- Data from selected California communities document higher staff wages and somewhat lower turnover, reflecting higher costs of living and high unemployment in many California communities, rather than significant differences in compensation[2] (Cost, Quality and Child Outcomes Study Team 1995; Burton, Sakai, and Whitebook 1994; Burton, Whitebook, and Sakai 1995; Whitebook, Sakai, and Burton 1994b; Whitebook, Phillips, and Howe 1993).

The predominately female job of caring for young children is rapidly moving out of the family and into the public marketplace and yet the social devaluation of this work is pervasive and apparently resistant to change (Phillips 1996). Many programs that would like to improve quality, through improved staff compensation, lack a necessary base of financial support. Programs that achieve adequate compensation, well-trained staff and high adult/child ratios typically receive subsidies beyond parent fees to fund this level of quality (Cost, Quality and Child Outcomes Study Team 1995). For programs relying solely on parent fees—with the exception of those serving very high-income families—improving teachers' and providers' wages competes directly with

[2]The Cost, Quality and Child Outcomes in Child Care Centers study, which sampled programs in Los Angeles County, reported that teachers earned an average of $8.59 per hour in 1995, compared with $7.22 for teachers nationally.

parents' concerns about affordability. While many parents recognize the importance and potential benefits to their children of paying their caregivers more, most cannot contribute significantly more money to their children's care. The current child care delivery system is governed by policies and financial limitations that pit the needs of child care providers, children and parents against one another.

Despite these financial constraints, the fact remains that the future of California and other states depends on providing developmentally enhancing experiences for children in their earliest years. This requires a skilled and stable child care work force and necessitates grappling with the contradictions and limitations of the current delivery of services in California and throughout the nation. To that end, this report provides background information and proposes alternatives to current practices that can improve child care jobs and lead to better services for children and their families.

Part I. A Review of the Literature and Recent Findings

Chapter 1.
Child Care Quality and Children's Outcomes

Introduction

In response to the enormous increase in the use of non-familial care before children enter school, developmental psychologists and educators have generated a vast body of research about the effects of early care and education programs on children's development. Literally hundreds of studies conducted over the past twenty-five years have grappled with the effects of full-day child care and half-day preschool services on children's socioemotional and cognitive development (Hayes, Palmer, and Zaslow 1990; Clarke-Stewart and Gruber 1984). The majority of the research validates the positive immediate and long-term effects of high-quality early childhood services on children's development.

The great diversity of the current research and information streams about the impact of early childhood programs reflects the diversity of programs themselves. Part-day early intervention programs, such as Head Start and the well-known Perry Preschool Project, which were established to improve poor children's performance in school and in later life, form one major area of investigation, with a focus on children's longitudinal cognitive outcomes. Research about children in child care centers and family child care homes has been more concerned with the effects of maternal separation and related socioemotional development and includes relatively few longitudinal studies (Barnett 1996).

The Effects of Child Care on Children's Development

The first wave of child care research in the 1970s focused primarily on the effects of maternal employment on children. Many of the studies compared the quality of mother-child attachment among children participating in child care programs with those reared at home. Largely stemming from John Bowlby's (1969, 1984) and others' (Ainsworth, Blehar, Waters, and Wall 1978) research on institutionalized children during and after World War II, developmental psychologists recognized the importance of a primary attachment in enabling a baby or young child to develop a self identify and in providing a secure base for children's exploration of their environment (Sroufe and Fleeson 1986; Ainsworth et al. 1978; Bowlby 1969, 1982). They hypothesized that out-of-home care might undermine or weaken the maternal-child bond because of repeated daily separations and/or the development of close ties with alternate caregivers.

Belsky's 1988 study found that infants who were in out-of-home care for more than 20 hours per week appeared more insecurely attached to their mothers than children who remained at home with their mothers. In the majority of studies, however, substitute caregiving has not been found to undermine secure infant-mother attachment. The effects of child care experience appear to be mediated by the quality of the care. Clarke-Stewart (1989) and others (Whitebook et al. 1990; Phillips and Howes 1987; Vaughn, Deane, and Waters 1985; Coelen, Glantz, and Calore 1978) found that emotional risks for young children were diminished if they were in high-quality programs characterized by high adult/child ratios, small group sizes and sensitive, involved caregiving. Initial findings from the most recent study of infants in child care, sponsored by the National Institute of Child Health and Human Development, suggest that secure bonds developed between mother and child are not undermined by child care attendance as of fifteen months (Chira 1996). Children with insecure relationships with their mothers, however, may be at risk in care that is of poor quality or in which there are frequent changes of caregiver. Longer-term outcomes from this study are not yet available, but these early findings suggest that the mother-child relationship is somewhat buffered from other environmental influences.

Although the debate about the effects of parent-child separation stemming from maternal employment has not been put entirely to rest, the expanding participation of mothers of very young children in the work force (Hernandez 1996) has extended the research to examinations of children's relationships with non-parental caregivers. These relationships are increasingly identified as significant secondary attachments and the conditions under which they optimally develop are increasingly considered worthy of examination (Fox 1977; Goossens and van Ijzendoorn 1990; Howes, Rodning, Galluzzo, and Myers 1988; Sagi et al. 1988).

Caregiver-child relationships function as a secure base from which children can explore their world outside of home. When children are securely attached to their caregivers, these relationships have the potential to enhance play activities (Howes and Stewart 1987), buffer the discomfort of separation from parents (Cummings 1980), enhance competency with peers (Howes and Hamilton 1992a) and promote later social development (Howes and Hamilton 1993). There is also evidence that children who are insecurely attached to their parents can establish a secure attachment to a substitute caregiver, with a potentially palliative effect (Kontos 1992; Lynch and Cicchetti 1992; Howes and Hamilton 1992b; Goossens and van Ijzendoorn 1990; Howes et al. 1988; van Ijzendoorn, Sagi, and Lambermon 1992).

In late twentieth-century industrial societies, as well as in many others, being fed or raised by one person (known as monotrophy) has become the exception in child-rearing practices. While mothers remain the primary caregivers and attachment figures for most very young children, fathers and non-parental caregivers play an increasingly significant and positive role in their lives. Bowlby's "laws of continuity" are therefore interpreted by some (van Ijzendoorn et al. 1992) to refer to the constant availability of *an* attachment figure in the child's network who can serve as a secure base. The implication is that a separation from one's primary attachment figure may be experienced differently and be less detrimental in a multiple caregiving environment, assuming that the infant or child is in the presence of another, even if secondary, attachment figure. This interpretation opens up new avenues for understanding the importance of children's relationships with teachers and providers and helps to explain why disruption in these relationships can be detrimental to children.

Participation in out-of-home care, however, does not automatically result in a secure secondary attachment to a caregiver. Security develops in the context of high levels of responsive interaction between the child and caregiver. Children become attached to caregivers who provide individualized attention, avoid harsh responses and interact with them in ways that enhance social and cognitive development (Cost, Quality and Child Outcomes Study Team 1995; Whitebook, et al. 1990). Cummings (1980) explored the issue of caregiver attachment by exploring differentiation of children's reactions to stable and unstable substitute caregivers. The subjects were a group of thirty infants between the ages of 12 and 28 months who had been in child care for at least two months. When the same children were observed separating from their mothers in the child care setting, they exhibited a more positive affect toward stable rather than non-stable teachers. Anderson, Nagle, Roberts, and Smith (1981) measured differences in attachment to caregivers among children who ranged between 19 and 42 months of age and had been attending child care for at least eight months. Differences in the children's contact-seeking, distance-interaction, and exploratory behavior were the bases for determining attachment. Behaviors judged to be more indicative of attachment were more likely to occur among children with highly-involved caregivers, suggesting that child-caregiver attachment, like maternal-child attachment, is mediated by the behavior of the caregiver toward the child.

In the National Child Care Staffing Study, Howes, Phillips, and Whitebook found that children in classrooms rated as good or very good in appropriate caregiving—a measure of adult-child interaction, supervision, and discipline derived from the Early Childhood Environment Rating Scale (ECERS)— were likely to be more securely attached to their teachers (Howes, Phillips, and Whitebook 1992). In a study in which 403 children were observed in child care settings, Howes and Hamilton (1992a) found that children classified as securely attached to their teachers were more likely than children classified as avoidant or ambivalent to have teachers rated lower in harshness and detachment and higher in responsiveness and involvement. Children in the avoidant category were more likely than children in the ambivalent category to have teachers rated as harsh and detached. Goossens and van Ijzendoorn (1991) also found a relationship between caregiver sensitivity and children's security scores.

Children's attachments to their caregivers were related to their developmental outcomes. In the National Child Care Staffing Study, children securely attached to their teachers were more competent with peers (Howes, Phillips, and Whitebook 1992). Howes and Hamilton (1992a, b) found that children classified as securely attached were more effective during interactions, less hesitant, and more likely to maintain interactions with teachers. The developmental consequences of teacher-child relationships occur in the context of other relationships. In their study of multiple caregiving arrangements, van Ijzendoorn and colleagues (1992) found that a secure network of attachment relationships with mother, father, and caregiver in a sample of Israeli children was predictive of socioemotional development as measured by ego control, resilience, field independence, empathy, goal-directed behavior, independent behavior in kindergarten, and the cognitive measures of higher IQ. These relationships were in the same direction as mother-child attachments, but were stronger than just the findings for the mother, suggesting that contributions to children's development flow from secondary attachment relationships and are integrated with those of other relationships in the child's life.

While recognizing their similarities, it is important to acknowledge that characteristics of attachment relationships with caregivers differ from those with parents, particularly mothers. The relationships between children and caregivers, even in high-quality, stable alternative caregiving relationships, are impermanent and discontinuous when compared to enduring relations between most children and their parents. Change is built into caregiver-child relationships due to children's maturation, school year schedules, as well as turnover, and other economic and personal reasons affecting teachers' and providers' decisions to continue or discontinue caregiving. Furthermore, with the exception of in-home baby-sitters who may be alone with a child, alternative caregivers such as teachers and family child care providers care for more children at once than is typical of most mothers. Caregivers also tend to be more exclusively focused on caregiving, in contrast to parents who are often engaged with other household chores. Caregivers of older children especially tend to engage children in more instruction than mothers do. Thus, the duration, intensity and focus of the mother-child and caregiver-child relationships differ in ways which, although not

entirely understood, no doubt affect the nature and consequences of children's attachment to primary and alternate caregivers.

Comparisons between mother-child and caregiver-child attachments reveal some of these differences. One component of Caruso's (1989) study of infants reared at home and attending different types of child care, compared interactions of infants with their mothers and caregivers on a structured task. Although the clarity of the babies' cues were judged to be similar with both partners, mothers were judged to be more sensitive to the child's cues and more adept at fostering behaviors associated with socioemotional and cognitive growth.

Children also act differently with mothers and caregivers, as Hamilton and Howes (1992a) found in a study to assess and compare both types of relationship. Eighty percent of the children in their study had attended child care full-time before their first birthday and all had been with the observed teacher for at least four months. Children were more likely to cry upon separation from their mothers, engage in bouts of crying in their mothers' presence, expect their mothers to be responsive, and be aware of their mothers' changes in location, than they were to exhibit any of these behaviors with teachers—with whom they were also more demanding. Howes and Hamilton also found that children's security or attachment scores were on average higher for mothers than for teachers, suggesting a different quality or range of intensity in the bonds children build with their mothers and with their teachers.

Kontos (1992) and Lynch and Cicchetti (1992) raise the possibility of the compensatory potential of caregiver relationships in those situations where an insecure attachment between mother and child exists. They argue that attachment relationships with teachers may be especially important for children coming from stressful family environments characterized by maltreatment; they may positively influence children's beliefs about themselves and expectations for relationships. In such instances, the consistency of the caregiver relationship would become particularly salient. In a sample of children, van Ijzendoorn and colleagues (1991) presented some evidence for the compensatory function of these different relationships. More positive outcomes for children were most likely if the child engaged in three secure relationships; if the child's

relationship with the mother was insecure, those with secure attachments with other caregivers in the network were better off developmentally than those without secure secondary relationships. Thus, the non-concordance among children's relationships with their primary and alternate caregivers can represent an opportunity, not just a risk for children's development (Kontos 1992).

A characteristic of children's attachments with their mothers is their stability in character over time. Although fluctuations can occur as a result of stressful events, Bowlby's description of the coherence of these relationships and the assertion that once established, they are not easily changed, has been borne out by research (Howes and Hamilton 1992a, b; Main, Kaplan, and Cassidy 1985). A child securely attached to her mother at 12 months is likely to be so at six years. The stability of the caregiver-child relationship also appears to be extremely important to children's development. Howes and Hamilton (1992b) found no significant differences in security scores if children kept their same primary caregiver in the child care setting over a three-year period spanning the infant and preschool years. However, most children do not remain with the same caregiver during their infant, toddler, and preschool years and given the length of the day for many children in child care, they may have more than one teacher, or no single teacher, with whom they develop an attachment.

Attachment between children and their caregivers apparently requires a certain baseline of opportunity to develop. Based on a sample of 61 infant-teacher pairs comprised of infants aged 10 to 38 months and 10 highly-skilled teachers, Raikes (1993) found that length of time with a teacher influenced attachment security with young children.[1] When controlling for age of infant and age of entry in center, 91 percent of infants who had been with their teacher for more than one year had secure attachments, compared to 67 percent of those who had been with their teachers for 9-12 months and 50 percent of those who had been with their teachers for five to eight months. There were no significant differences in attachment security in the latter two groups.

[1]These findings, however, should be interpreted with caution, as the attachment assessments are based on teachers' assessments of children's behaviors, rather than independent observations of the children. They also involved only highly-skilled teachers.

The child's age at the time of caregiver change also impacts the child's subsequent attachment history with other teachers. In a study of 72 children observed over a three-year period, Howes and Hamilton (1992b) found that children who changed teachers between the first and second assessment period, between 18 and 24 months of age, had lower teacher security scores at 30 months. However, once children were past their second birthday and in child care for two years, teacher security scores remained stable, even if there was a teacher change at a later date. These findings suggest that attachment relationships between children and their primary caregivers are more sensitive during the toddler years.

Children's behavior is affected by changes in their relationships with their caregivers. Young children who are more dependent and less socially flexible than older children appear to suffer the most from instability in their caregiving relationships with teachers and providers. Howes and Hamilton (1993) differentiate types of changes in child care and their impact on these relationships and children's social competence with peers. Their sample consisted of 72 children who were observed at six-month intervals from their first birthday until age four. The Attachment Q-Set was used to measure emotional security with primary caregivers, defined as those whom the child most regularly used for support; these measures were supplemented with teacher ratings, the preschool Q-Set, and behavioral observations. In three years, children experienced on average of 2.4 changes in their primary caregivers, with 44 percent of children experiencing three or more changes.

The volume of change affects children's reaction to the loss of a primary caregiver at their center. When children experienced more changes, they were rated as lower in gregarious behaviors and higher in social withdrawal and aggression. Children who experienced more primary caregiver changes over the course of the study were more likely to be aggressive toward other four-year-olds. Younger children were more vulnerable to changes in primary caregivers, whether or not they had been securely attached to them. At 24 months of age, children who changed primary caregivers were more aggressive than children who remained with the same caregiver, regardless of the quality of the relationships. At older ages, aggression was related to the quality of teacher-child attachment. Children were more aggressive if they maintained an insecure

teacher-child relationship or changed to an insecure relationship, as opposed to maintaining a secure relationship or changing to a more positive one. Older children with more secure relationships became more withdrawn if they experienced a change in their primary caregiver. Because this sample of children overwhelmingly remained in care with familiar peers during the course of three years, the stability of their friendship relationships may have buffered them from some of the more detrimental effects of teacher change. These findings suggest that the ability of teachers to help children re-establish a secure relationship or to switch from an insecure one also mediates the effect of these changes on children. Given the inexperience among incoming teachers, there is cause for alarm (Whitebook et al. 1992).

Most of the research about teacher-child attachment and stability has focused on children who had an identifiable primary caregiver with whom they had been involved for several months. For those children for whom a primary teacher cannot be identified or who experience even greater instability, many questions remain about whether they form attachments with adults in their environment and about the quality of these attachments. The consequences of change for children in these different constellations of relationships are as yet unexplored. Research confirms anecdotal evidence from parents that children react strongly and negatively to the loss of a primary caregiver. These primary relationships, if stable, may also buffer children from stress associated with other changes among caregivers in the child care environment. However, for those children for whom no caregiver provides a secure base, the volume of change among caregivers in a program may be particularly disturbing.

What is known, however, are the characteristics of classrooms that promote the development of positive attachment between children and their caregivers: trained and educated staff, high staff/child ratios, and small group sizes (Cost, Quality and Outcomes Study Team 1995; Hayes et al. 1990; Whitebook et al. 1990; Phillips, McCartney, and Scarr 1987). These program characteristics and teacher behaviors have been predicted by teachers' wages (Phillips, Mehas, Scarr, McCartney, and Abbott-Shim, forthcoming; Cost, Quality and Outcomes Study Team 1995; Whitebook et al. 1989).

The relationship between compensation and quality will be described in greater detail in Chapter 2.

The Effects of Early Intervention Programs on Children's Development

Another major strand of research examines the effects of early intervention programs, including findings on such model experiments as the Perry Preschool Project, as well as large-scale and more widely available programs such as Head Start and public pre-kindergarten services. Underlying this research is the hypothesis that early intervention programs can mitigate the life-long damaging effects of poverty on disadvantaged children. Most of this research focuses on short- and long-term outcomes for children's cognitive abilities and school performance (Ramey, Bryant, and Suarez, 1985; McKey, Condelli, and Ganson 1985; White and Castro 1985). Evaluations of model and large-scale programs demonstrate that enrollment in intervention programs boosts children's IQ scores, which, although challenged for their accuracy in assessing children's intellectual capacities, do predict academic performance and placement in special education classes (Barnett 1996). Short-term studies also demonstrate that children's socioemotional development is positively affected by their participation in preschool, as indicated by improved self esteem, achievement motivation and positive social behaviors (Barnett 1996). These effects appear to hold true across a range of program types, although they are more pronounced in programs of greater intensity (i.e., longer in hours and duration of enrollment) and of higher quality (as measured by more qualified staff, higher staff/child ratios, and smaller group sizes). Similar positive cognitive and social effects have also been found in child care programs, but they are more pronounced in intensive, well-designed early intervention programs (Barnett 1996).

How lasting are the benefits that children gain from participating in early intervention programs? Many of the children included in the short-term studies have been followed over years to determine the long-term outcomes of their participation. Barnett's recent review (1996) focused on 36 studies of programs serving economically

disadvantaged children, who were enrolled in programs at age four or earlier and who were assessed at least once after the age of eight. Each study involved a comparison group of children with similar characteristics who did not participate in a preschool experience. The studies vary with respect to methodological rigor and sample attrition rates, but nevertheless provide a sketch of model and large-scale public early intervention programs.

Sustained improvements in IQ as a function of preschool participation are variable, but in general, the evidence suggests that they fade once children are in school. This lack of persistent improvement in IQ has been used to attack investment in early intervention programs, but such attacks belie the complexity of IQ as a measure of later success. Model programs, in contrast to large-scale programs, reported more positive and persistent effects on IQ and other measures of cognitive development, and several report positive effects on performance on standardized achievement tests, some even into junior high school. Achievement test results for large-scale programs were also variable.

In contrast, across all studies, there was overwhelming evidence that early intervention programs can produce sizable improvements in school success (Barnett 1996). The evidence is consistent across all but one of the model programs included in Barnett's review, showing that children enrolled in early intervention programs are less likely to be retained in grade or participate in special education classes than their peers who did not participate in such programs. Statistically significant grade retention or special education placement differences were also found in eight out of 20 large-scale program studies. Of the five model and large-scale studies with follow-up through high school, all reported that early childhood program participation was positively correlated with graduation rate (Campbell and Ramey 1993; Marcon 1993; Seitz, Rosenbaum, and Apfel 1985; Jester and Guinagh 1983; Levenstein, O'Hara, and Madden 1983; Gray, Ramsey, and Klaus 1982).

Studies suggest that children's social adjustment is also positively affected by participation in early intervention programs. Although there is some evidence that children who participated in programs as infants were more aggressive at school entry,

there is no evidence that the aggression persisted (Apfel 1994; Lally, Mangione, and Honig 1988; Seitz et al. 1985). In two of the studies, children were found to have better classroom behavior than their peers in later grades (Seitz et al. 1985; Lally et al. 1988; Seitz et al. 1985). Other studies suggest that children who participated in preschool were rated by their elementary teachers as better adjusted socially than their peers (Johnson and Walker 1991; Andrews , Blumenthal, and Johnson 1982), or at the very least, no different from their peers (Barnett, Frede, Mobasher, and Mohr 1994; Schweinhart, Barnes, and Weikart 1993; Jester and Guinagh 1983; Weikart, Bond, and McNeil 1978). Several model programs produced increased pride in school achievement (Royce et al. 1983). The most well-known model program research, the Perry Preschool study, found that participation in an early intervention program was associated with increased commitment to school, better relationships with neighbors and friends, greater adult economic success, and for girls, fewer out-of-wedlock births than non-participation in such a program (Barnett et al. 1994; Schweinhart et al. 1993; Weikart et al. 1978).

Other model early intervention efforts that combine family support services with early childhood programs also report moderate to large positive effects on children's long-term social adjustment. Children participating in the Perry Preschool Project and the Syracuse University Family Development Research Programs committed fewer and less severe crimes and had lower school delinquency rates than children in comparison groups (Schweinhart et al. 1993; Lally et al. 1988). Those participating in the Houston Parent-Child Development Center at the five- to eight-year follow-up and in the Yale Child Welfare Project ten years later, were rated by their teachers as less disobedient and hostile than their peers (Seitz and Apfel 1994; Johnson and Walker 1987).

Questions often arise as to whether program effects differ among various groups of children. Most studies do not examine children with vastly different economic backgrounds, largely reflecting the class segregation of most early childhood services in the United States. Among the studies of poor children enrolled in early intervention programs, there has been some limited evidence of gender-related variation: achievement scores and graduation rates were better for girls (Barnett 1996). Studies of full-day child care reveal differences in child outcomes based on economic background.

Caughy, DePietro, and Strobino (1994) found that earlier entry and longer participation in programs improved later reading scores for poor children, but had the opposite effect for children from high-income families. In their study of community-based child care programs in five states, Helburn and colleagues found all children were affected positively by child care quality regardless of differences in maternal education, gender, ethnic background, state or type of center. However, an even more positive relationship between program quality and child outcomes was found for children considered at-risk for school failure (Cost, Quality and Outcomes Team 1995).

Child Care Outcomes and Program Quality

The Cost, Quality and Child Outcomes Team followed a long line of researchers who have found a relationship between program quality and child outcomes. Among child care studies, the National Day Care Study in the late 1970s identified the importance of group size, staff/child ratio, and training in promoting program quality; more positive child outcomes were correlated with participation in better-quality programs (Coelen et al. 1978). The National Child Care Staffing Study (Whitebook et al. 1990) replicated and extended these findings by identifying detrimental effects on language and social development for children who had attended low-quality programs with high teacher turnover. The investigations of early intervention programs have also found that program quality mediates the benefits of participation for children. Barnett (1996) concluded from his review of early intervention studies that large-scale public programs showed smaller positive effects for children than did the higher-quality, better-funded model programs characterized by more qualified staff, ongoing supervision, high ratios, and small group sizes. Yoshikawa (1996) concurs with Barnett's assessment of program quality features, identifying extensive pre-service and in-service training for staff as an additional variable. Frede (1996) identifies quality programs as those in which staff have sufficient opportunities to reflect on and improve their teaching practices, a characteristic of few programs in the current delivery system (Whitebook, Hnatiuk, and Bellm 1994).

Conclusion

Research findings supporting investment in high-quality early care and education services have been embraced primarily by those already convinced of the benefits of doing so. Calculations demonstrating that the failure to provide quality early care and education programs can lead to higher, long-term social and economic costs, hold little sway in policy debates and decisions about early care and education services (Barnett 1996).

Phillips (1995) argues that the field lacks "clear evidence of thresholds of quality below which children's development is compromised or above which children thrive." While it is clear that consistent caregiving from trained staff responsible for small groups of children leads to the types of interactions that promote attachment and other positive developmental outcomes, there is little agreement, for example, about how much inconsistency children can tolerate or what level of training and supervision will make a difference in teacher and child behavior. Advocates of quality programming, therefore, must design strategies which begin to define more specific interventions that will improve child outcomes. A starting point is to identify those program characteristics that predict quality child care and education. These issues are addressed in the following section.

Chapter 2.
The Influence of Staff Compensation on Child Care Quality

Introduction

The United States Census Bureau estimates that 4.5 million children under five are currently enrolled in center-based and family child care programs (U.S. Department of Commerce 1995). The child care environment plays an important role in children's development. Quality child care is defined broadly as care which optimizes children's development and is associated with positive child outcomes, as described in the previous section. Standardized observations of adult-child interaction and developmentally appropriate activities in child care settings are used to measure the "process" quality of a program. Characteristics of child care programs recognized in many states' regulations—such as adult/child ratios, group sizes, and staff qualifications—are labeled as the "structural" components of quality (Scarr, Eisenberg, and Deater-Deckard 1994).

The following section reviews the characteristics of programs associated with high-quality services and optimal development for children. In the course of this review, staff compensation emerges as a key to quality.

The National Child Care Staffing Study: The Links Between Compensation and Quality

In the National Child Care Staffing Study (NCCSS),[1] Whitebook and her colleagues at UCLA and the University of Virginia explored for the first time how staff wages, benefits, and working conditions, among other child care center work environment characteristics,[2] influenced child care quality. The NCCSS resulted in part from the researchers' experience in the field and from anecdotal reports suggesting that on the one hand, the quality of a program is only as good as its teaching staff and that on the other, inadequate compensation was causing well-qualified and well-trained staff to leave their jobs. They were also aware that attracting qualified staff was more difficult in lower-paying programs. The researchers tested the influence on quality of provider and program characteristics, including wages, benefits, working conditions, and other features of the adult work environment, hoping to identify key predictors of child care quality. Underlying their investigation was the hypothesis that higher wages helped programs attract and retain better-qualified staff and were associated with other program features related to better-quality care.

The NCCSS findings substantiated the link between adults' and children's needs in child care. In the NCCSS sample, teaching staff provided more sensitive and appropriate caregiving if they were employed in programs that paid higher wages. Higher-paying centers attracted teachers with more formal education and child-related training, reported lower staff turnover and maintained higher ratios of children to teachers. One of the main contributions of the NCCSS, which has since been replicated by others (Cost, Quality and Child Outcomes Team 1995; Phillips 1996), was the identification of staff wages as the strongest predictor of program quality.

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[1]The NCCSS was conducted in 1988 and the final report was published in 1990.

[2]The adult work environment variables included wages, benefits, job satisfaction, percentage of center budget allocated to teaching-personnel costs and working conditions (professional development opportunities, cost of living adjustments, paid breaks, job descriptions, paid preparation time, and the availability of a staff room).

This is not to say that in every case, highly-paid child care teachers and providers will offer the best-quality care. A recent community assessment of the San Francisco Unified School District (SFUSD) Child Development Program, for example, indicates that better compensation *alone* does not necessarily result in better care (Child Care Law Center 1995). SFUSD child care teachers earn salaries approaching those of public school teachers in their district—starting at an average hourly wage of $16.99 with full benefits in 1994—and yet the overall quality of care in their programs was found to be poor. The assessment particularly identified issues of understaffing; overcrowded, decrepit facilities; poor cultural awareness and sensitivity; unclear and inconsistent administrative lines of authority; and poor attention to parent involvement. While the study suggests that adequate compensation is not a *sufficient* component of quality, however, it does not refute the aggregate evidence of other research on the *essential* connection between compensation and quality.

The NCCSS also explored the influences of program auspices,[3] accreditation status and state regulations on staff and program characteristics, and on the adult work environment. The researchers found that nonprofit programs offered higher-quality environments for children, and better adult work environments than did for-profit programs. The lower wage and benefit levels paid by for-profit programs were associated with less developmentally appropriate activities for children and poorer ratios of children to adults. Teachers employed by nonprofit programs had higher educational attainment and more background specifically in early childhood education, than those employed by for-profit or church-sponsored programs. Turnover rates were higher in for-profit than nonprofit programs, which also offered better adult working environments, including higher wages. Centers in states with more stringent regulations for centers also provided higher-quality services, on average, and offered better pay to staff than those in states with more lax licensing requirements.

[3]"Auspices" refers to the financial status of a program; specifically, whether it is operated as a for-profit program with an owner, or as a nonprofit organization, typically overseen by a board of directors.

The Cost, Quality and Child Outcomes Study: Replicating the Findings of the NCCSS

The National Child Care Staffing Study, widely viewed as the benchmark study of child care center quality and compensation, is an important reference for all research on child care quality. The Cost, Quality and Child Outcomes in Child Care Centers Study (CQOS),[4] reminds us, seven years after the publication of the NCCSS, that the quality of care most children receive in the United States remains abysmally low. Perhaps the most interesting findings of the study, unfortunately overlooked in the press coverage it received, are those that explain the factors contributing to this low quality of care (Whitebook 1995).

The CQOS team identified a selected set of teacher, classroom, financial, and administrative variables that predicted whether a program would be of poor, mediocre or good quality. Among all these variables, the wages of teaching staff emerged as the strongest predictor of program quality. Other variables, in order of importance, included labor cost per child hour, teacher education, specialized teacher training in early childhood education, staff turnover, preschool fees, hours of operation, adult/child ratios, total cost per child hour, and administrator's education. Staff wages and benefits were significantly higher in higher quality centers. According to the authors, "wages and benefits totaled $1.40 per child hour in the higher quality centers but only $1.08 in the lower quality centers". Replicating the NCCSS findings, the researchers concluded that, given the importance of staff wages as a predictor of quality and its correlation with other quality indicators, "improving wages might be a strategy for attracting staff with better education, and thereby improving quality" (Cost, Quality and Child Outcomes Study Team 1995).

[4]Conducted in 1993, the CQOS resulted in two publications, both published in 1995: *The Cost, Quality and Child Outcomes in Child Care Centers Technical Report*, S. Helburn (Editor), June 1995; and *Cost, Quality and Child Outcomes in Child Care Centers: Public Report*, Cost, Quality & Child Outcomes Study Team, April 1995.

The CQOS also highlights the role that state child care regulations play in creating higher-quality child care and the relationship between "structural quality" and "process quality." Researchers selected a sample of child care centers in California, Colorado, Connecticut, and North Carolina, states which represent the extremes of the regulatory environment. Although none of the four states' child care programs achieved a mean score above 4.3 on the ECERS, well below a "good" ranking of 5, programs in most-stringently-regulated Connecticut ranked highest on most measures of quality, and California programs, with the second-most stringent level of regulation, ranked closely behind on most measures. Substantial differences across states in such "regulatable" quality indicators as adult/child ratios and teacher education were also related to significant differences in process quality, as measured by scores for developmentally appropriate activities, and appropriate caregiving. North Carolina, which at the time of the study had among the most minimal child care regulations in the country (but has since passed stricter ones),[5] also had lower process quality scores. Teaching staff salaries, benefit packages, and working conditions were correspondingly lower in North Carolina than in the better-regulated states.

The influence of child care center auspices on quality was most pronounced in North Carolina, with for-profit programs offering significantly lower-quality care than nonprofit programs. The CQOS did not find significant differences between the nonprofit and for-profit sectors' overall quality in other states in the sample. This result is surprising, however, given that the CQOS team found substantial differences between for-profits and nonprofits across all states with respect to ratios, wages, education of staff, and turnover—all established predictors of quality. This anomalous finding is due to the fact that the researchers found no difference in "process quality" by auspices, except among the North Carolina centers. Rather than taking the significant differences in structural quality as an indicator of nonprofit programs' better quality, the researchers constructed a composite or global measure of quality. The contradiction, thus, may stem from how the composite measure of quality was

[5]In North Carolina, for example, required adult/child ratios for infants are 1:6; for three-year-olds, 1:15; for four-year-olds, 1:20; and for five-year-olds, 1:25. Teachers, also known as "group leaders," have no pre-service training requirements.

constructed; a bias in their sample, which included a number of work-site, subsidized for-profit programs, as well as two of the more stringently-regulated states in the U.S.; or unexplored increases in subsidies from government and business in recent years to for-profit programs (Whitebook 1995).

The CQOS illustrates the important role that subsidies play in supporting child care program quality, by finding substantial differences in the quality of "subsectors" of child care programs. Programs that received funding to supplement parent fees—specifically, corporate-subsidized centers and publicly-subsidized programs that must meet higher standards to receive funding—distinguished themselves as being of the highest quality and also offered significantly better wages, benefits, and working conditions to staff. Other subsector differences suggest that a smaller and less diverse funding base may result in low center quality. Among nonprofit programs, church-sponsored programs were of significantly lower quality than independent, publicly-sponsored, and corporate-sponsored nonprofit programs. Variation among the for-profits was much lower: quality among large for-profit chains did not differ significantly from local chains or independent for-profit programs. Accredited programs, which must surpass state licensing standards to receive this distinction, were also of higher quality than most programs in their communities, but not those that were publicly-owned and operated and/or significantly subsidized.

The Study of Family Child Care and Relative Care: Finding Common Patterns in Family Child Care Quality

As the primary supplemental source of care for 20 percent of all children enrolled in child care, family child care is an important segment of services for young children in the United States (Willer et al. 1991). Research on family child care and other home-based care suggests that the key factors related to quality in centers (such as the adult work environment, caregiver characteristics, and licensing regulations) also influence the quality of services that children receive in other settings. Examining licensed family child care providers, providers who are legally exempt from licensing,

and children's relatives, the 1994 Study of Family Child Care, and Relative Care (SFCCRC) found a wide variability in quality. Only 9 percent of providers in the sample offered good-quality care, 56 percent of the care was rated as adequate/custodial, and 35 percent was inadequate/growth-harming (Kontos et al. 1995). Kontos and her colleagues discovered that *licensed* providers offered the most sensitive and developmentally-appropriate family child care, and that licensing-exempt and relative providers offered the lowest-quality home based care.

Seeking to understand this segmentation of quality among home-based services, Kontos and her colleagues found that family child care licensing is associated with a range of positive quality predictors, including higher incomes. Providers who earned the most income from their family child care businesses had the most formal education, operated under the most stringent regulations, and offered higher-quality services to children. Moreover, providers were found to offer the best-quality care when they viewed child care as their chosen occupation, continued to invest in their own work-related education and were competent in the small-business-management aspects of running a home-based service. Relative providers who viewed child care primarily as a favor to the child's parents, rather than a valuable community service or an intentional occupation, earned lower incomes, and, on average, offered custodial care at best. The SFCCRC provides evidence that children are cared for best by providers whose economic and occupational needs are most fulfilled by offering family child care services.

Conclusion

Comprehensive, large-scale studies of child care quality have found that teacher/provider compensation is the most important predictor of program quality. Programs that offer better salaries employ better-trained staff, demonstrate lower turnover rates, have better adult/child ratios, and offer more sensitive, developmentally appropriate care to young children. Although decent compensation is not sufficient in itself to bring about quality outcomes, it is an essential component of a

high-quality program, encouraging motivated and qualified staff to seek and continue employment.

While program auspices are associated with child care quality, recent increases in public and corporate subsidies to for-profit programs may, in some states, be altering the historical divide in quality between for-profit and nonprofit child care. State child care regulations that set stricter standards for staff/child ratios and staff education have also, however modestly, influenced the quality of child care for the better.[6]

The following chapter explores the characteristics of and compensation arrangements for the child care work force with a focus on California.

[6]We conclude that licensing has only a modest influence on quality, because regulations in most states require programs only to meet minimal standards that will not in themselves bring about quality services. As currently structured, licensing regulations provide a "floor" for child care quality by building in safeguards against unsafe physical environments, poor ratios, and untrained staff. Even the best-regulated states, however, have not built in training requirements for teachers beyond a one-year degree, for example, and most require only minimal college units. Assistant teachers have no training requirements in most states. The variation in quality across regulatory environments is most evident in the number of very low quality programs. More regulated states have significantly fewer poor-quality programs than do less regulated states (Cost, Quality and Child Outcomes Study Team 1995).

Chapter 3.
A Profile of the Child Care Work Force: National Findings with a Focus on California's Teaching Staff

Introduction

Nationally, in 1993, child care teaching staff earned a mean wage of $6.89 per hour, or $12,058 per year.[1] For the same year in California, child care teachers earned $8.59 per hour ($15,033 annually), and assistant teachers earned $6.12 per hour ($10,710 annually). In most fields of employment, low wages signify a poorly-trained, entry-level, "secondary" work force which continually cycles out of jobs, only to be replaced by other under-prepared workers (Doeringer and Piore 1975). Like other low-paid workers, child care teaching staff leave their jobs at an alarmingly high rate: nationally, 39 percent of teachers and 52 percent of assistants left their jobs in 1994–1995 (Cost, Quality and Child Outcomes Study Team 1995).

Child care teaching staff belie the above profile in one important respect: they have attained unusually high levels of education for the wages they earn. The Cost, Quality and Child Outcomes Study (CQOS) found that by working in child care, teachers and assistants forego $5,238 and $3,582 each year, respectively, in additional wages they could earn in other female-dominated industries at their current educational

[1]The poverty level for a family of three, the average household size for a child care worker, is $11,821, according to the U.S. Census Bureau (1994). Annual wage calculations are based on a finding in the National Child Care Staffing Study that the average paid work schedule for a full-time child care worker is 35 hours per week, 50 weeks per year.

levels. This disparity between educational attainment and job earnings is a major challenge to all efforts to attract and retain a skilled child care work force.

In the following discussion, data on California center-based child care and development teachers, assistants, and directors, when available, are presented together with the national profile. The NCCSS data (conducted in 1988 and updated in 1992), and CQOS national data (conducted in 1993) are being used to represent the national picture. Four sources of California data are used in this review. The primary source is data gathered for the 1995-1996 California Child Care and Development Compensation Study (hereafter referred to as the California Compensation Study or CCS), which included a survey of current compensation arrangements for a statewide sample of private for-profit, private nonprofit, and public programs.

While the findings from the CCS are an important addition to the overall profile of California child care compensation, due to the small sample, lower than desirable response rate, and a disproportionate number of publicly-subsidized program respondents, the reader is cautioned against relying solely on CCS findings to adequately portray current child care compensation arrangements in the state.[2] For example, a higher proportion of publicly-funded programs in the sample implies a bias toward higher salaries and greater benefits than would be found for privately-funded programs. Thus, this chapter includes findings from multiple studies that have been conducted in California, namely the CQOS, the California Early Childhood Mentor Program Study (hereafter referred to as the Mentor Study), and studies conducted in local communities by NCECW in collaboration with local child care resource and referral agencies. These three additional sources of data from California are drawn on, in addition to the CCS, because these studies are complimentary, and together contribute to a more complete portrait of the state.

[2]Results from the California Child Care and Development Compensation Study may reflect potential biases due to the overrepresentation of private nonprofit and public centers, and the underrepresentation of private for-profit centers in the sample, as compared to the distribution of program types found in the state according to the state databases. For a full discussion, see Appendix A.

The CQOS collected California data only from Los Angeles, but provides representative data for that area on many issues of concern in this study. (The CQOS findings cited in this chapter refer to the California data from Los Angeles, except where explicitly mentioned that national CQOS findings are being cited.) The Mentor Study (conducted in 1994) provides a profile of a portion of the better-trained teaching staff in California, yet is limited to a small number of communities where the Mentor Program was available at the time of the study. The community studies, included as Appendices C and D, provide important representative data about two urban counties in 1995.

The Demographics of Center Staff: Sex, Age, Race, Household Composition, and Income

Child care center teaching staff are predominately women in their childbearing years. The NCCSS reported that 97 percent of all child care workers were female, and 81 percent were 40 years old or younger in 1988, the last year that these national demographic data were available. Thirty was the median age of child care staff at this time. Data from the California Compensation Study indicate that 96 percent of child care teaching staff are female, and 63 percent are 40 years old or younger. The California Compensation Study and prior studies in California also indicate that higher-paying centers, on average, employ a greater percentage of older child care teachers and assistants than lower-paying centers.

Approximately one-third of child care teaching staff nationwide are also people of color (Whitebook et al. 1990). Child care teaching staff are more diverse in California than they are nationally, reflecting the state's greater diversity[3]. In the California Compensation Study, 41 percent of the California child care teaching staff in the sample are people of color: 59 percent are Caucasian, 23 percent are Latino/Hispanic, 10 percent are African-American, 6 percent are Asian/Pacific Islander, and 2 percent are

[3]In California in 1990, according to the U.S. Census, 59 percent of adults were Caucasian, 24.1 percent were Latino, 9.2 percent were Asian/Pacific Islander, 6.9 percent African American, and 0.8 percent were "other."

"other." Similar percentages were found in the Mentor Study, which also included a high proportion of public programs in the study sample (Whitebook, M, and Sakai, L. 1995).

Child care workers have varied household and family arrangements. The NCCSS found that 44 percent of child care workers were married, and slightly more than half were single; 41 percent of the sample had children, and 10 percent were single parents living alone with their children. The sample of staff from the California Compensation Study showed that 57 percent are married or living with a significant other, 43 percent are single, and 57 percent have children. Nationally, single-parent child care workers, on average, earn 74 percent of their household income, whereas married staff with children are responsible, on average, for only 28 percent. Despite this variation, however, most child care teachers' household incomes fall in the low to moderate range (Burton et al. 1995; Whitebook et al. 1990).

The CQOS California data found that teaching staff annual household income averages $26,075 for those employed by nonprofit programs, and $27,089 for those employed by for-profit programs—well below the state median income (Helburn et al. 1995).[4] Mentors, who are among the best-educated members of the California child care work force, still earn only moderate incomes; nearly one-third (31 percent) report household incomes below $30,000 per year. Nearly half of single mentors with children (44 percent), and 10 percent of married mentors with children qualify for the Earned Income Tax Credit (Whitebook et al. 1995).

In California, most child care workers also appear to live in low to moderate income households. The California Compensation Study found that 38 percent of single child care teaching staff live in households with less than $15,000 annual income, 47 percent in households with $15,000 to less than $30,000 annual income, 7 percent with $30,000 to less than $50,000, and 7 percent with $50,000 or more. Of the child care

[4]Much of the data reported by state in the CQOS Technical Report is divided into for-profit and nonprofit program findings without reporting state composites.

teaching staff who are married or living with a significant other, 16 percent live in households with less than $15,000 annual income, 18 percent in households with $15,000 to less than $30,000, 33 percent with $30,000 to less than $50,000, and 33 percent with $50,000 or more. Results also show that 54 percent of single, and 32 percent of married teaching staff plan to claim the Earned Income Tax Credit. These findings confirm those of other state and national studies which have found that child care workers predominantly live in households with low to moderate levels of income.

Education

Child care teachers and assistants have completed more education, on average, than other workers in the civilian work force. The NCCSS found that nearly one-third (31 percent) of all child care teachers had achieved a B.A. degree or higher, compared with 23 percent of women in the U.S. civilian work force. Forty-four percent of teachers had completed some college, and another 21 percent had completed high school; only 5 percent had earned less than a high school diploma (Whitebook et al. 1990). Replicating the NCCSS findings, the CQOS reported in its national sample that approximately one-third of teachers had a B.A. or higher.[5]

Assistant teachers have completed significantly less education, on average, than teachers. The NCCSS reported that 19 percent of assistants had a B.A. or higher, 37 percent had some college, 33 percent had a high school diploma, and 11 percent had less than a high school diploma (Whitebook et al. 1990). The national sample of assistants studied by the CQOS team revealed comparable findings: assistants were evenly split between having some college (45 percent), and a high school diploma or less (43 percent); 12 percent had a B.A. or higher.

[5]The CQOS reports two disparate figures for the percentage of teachers who had completed a B.A. degree: 36 percent on p. 55 of the Public Report (Cost, Quality and Child Outcomes Study Team 1995), and 33 percent in the Technical Report (Helburn 1995).

Nationally, the proportion of teaching staff (including teachers, and assistants) with a B.A. or higher has remained constant at approximately one-quarter over the last 13 years, according to the CQOS analysis of data from 1977, 1988, and 1993. In 1988, teaching staff without B.A. degrees were more likely to have completed some college than to have earned a high school diploma or less, but in 1993, teaching staff were more likely to have a high school diploma than to have completed some college—indicating a downward trend in the educational attainment of teaching staff who have not completed college (Helburn et al. 1995).

California teachers sampled by the CQOS team had completed an average of 14.1 years of education. Teachers and teacher/directors in California had completed less general education than teachers in Colorado and Connecticut, but more than those in North Carolina. California teachers, however, had completed more specialized early childhood training than those in the other states surveyed by the CQOS team: 95 percent of those sampled had completed a Child Development Associate (CDA) credential or higher (Cost, Quality and Child Outcomes Study Team 1995). Mentors in the California Early Childhood Mentor Teacher Program are among the best-trained teachers in California: 39 percent have a B.A. or higher, and 61 percent have had some college (including those who have earned an A.A. degree or CDA credential). Forty-five percent have an A.A. degree, and 24 percent have a B.A. in early childhood education or a related field (Whitebook et al. 1995).

National data from the CQOS in 1993 found that teachers and directors employed by nonprofit programs had completed more years of education, on average, than those in the for-profit sector. Assistants in nonprofit and public programs were more likely to have a CDA credential or higher training in early childhood education than those in for-profit programs. No significant differences were identified by auspices, however, for specialized early childhood education training for teachers and directors (Cost, Quality and Child Outcomes Study Team 1995).

The California Compensation Study found the overall education level of teachers to be comparable to national findings. Approximately one-third of teachers from each of the three auspices have a B.A. or higher. The CCS found no significant differences in

teacher education levels by auspice, although for teachers with a B.A. or higher, the average hourly wage in a public center was found to be twice that for teachers in a for-profit program. Clearly, a B.A. or higher level of education is worth more to a child care worker in a public program.

For directors and teacher/directors, though, 91 percent and 56 percent, respectively, in public programs had achieved a B.A. or higher; 70 percent and 25 percent, respectively, in private nonprofit programs had a B.A. or higher; and 50 percent, and 24 percent, respectively, in for-profit programs had a B.A. or higher. Replicating CQOS national findings, the CCS found that directors and teacher directors in public programs had completed more years of education than those in private programs.

Salaries

Child care teachers and assistants earn among the lowest wages in the U.S. As an occupational category, child care workers' earnings ranked at the bottom of a list of 49 occupations in a U.S. Census Bureau study, (U.S. Department of Labor, Bureau of Census, *Unpublished Bulletin*) below farm workers, janitors, and domestic workers. The California Compensation Study analyzed California data from the 1990 Current Population Survey to compare the wages of child care workers with the wages of workers in other social service, education, and health occupations.[6] A wage gap of $6.70 per hour (1993 dollars) was found, of which $3.09 could not be explained by education, experience, demographics, or other labor market factors (See Table 19, Appendix B). These analyses suggest that the wages of child care workers are artificially low when compared to workers in other occupations with comparable education and experience. This wage differential is likely a major contributing factor in explaining the high level of turnover in the child care industry.

[6]These analyses tend to underestimate the wage gap between child care workers and other workers, due to the inability to distinguish pre-kindergarten or kindergarten child care workers from non-child care workers (See also Appendix A, "Statistical Analyses," and Appendix B, Table 19).

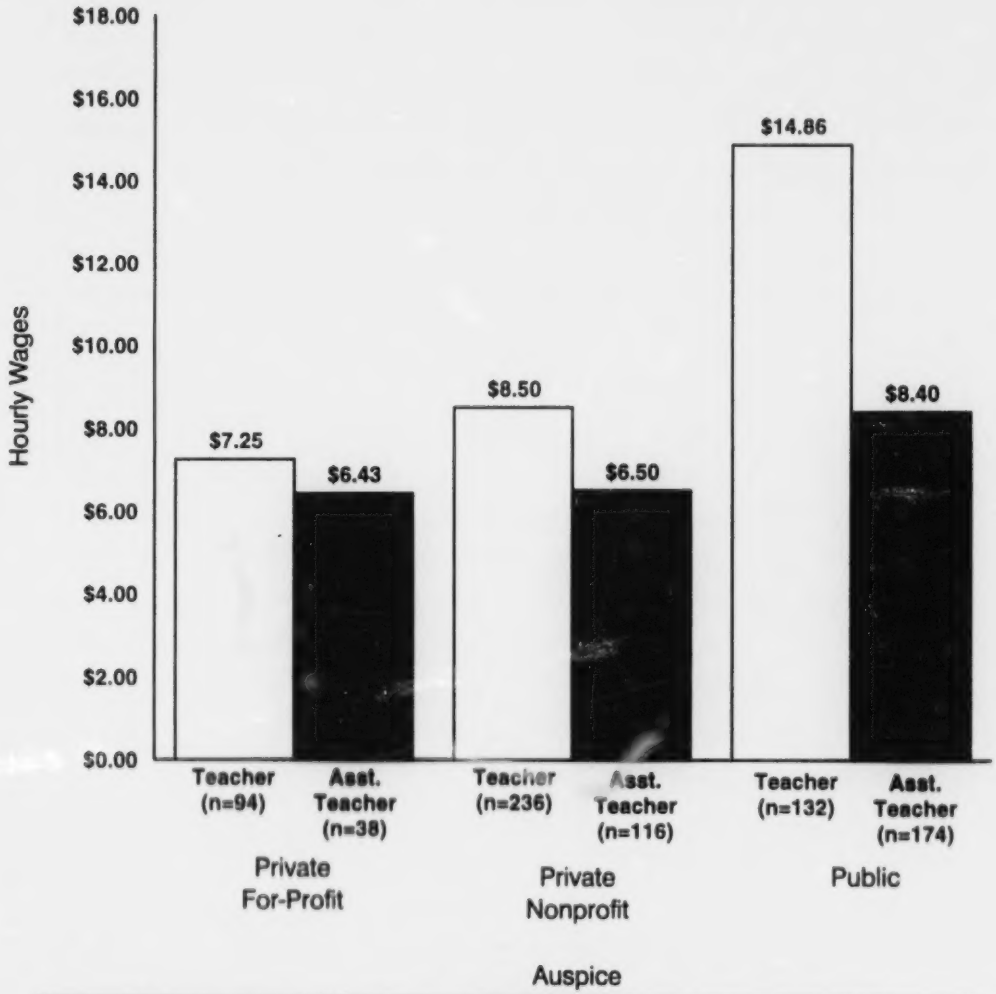
Although most child care workers earn very low wages, salaries vary by program type. The Cost, Quality and Outcomes Study found significant differences in national average salaries for teachers, assistants, and administrative directors in programs with different auspices. Teachers employed by nonprofit centers earned an average of $7.83 per hour, whereas teachers in for-profit centers earned $6.62; program directors in nonprofit centers earned $12.22, and their counterparts in for-profit centers earned $9.89 per hour. In analyses combining California, and Connecticut (the two better-regulated states in the sample), the CQOS found that publicly-sponsored nonprofit programs compensated center teaching staff and directors better than independent and church-sponsored nonprofit centers. The pattern identified in California and Connecticut was also identified in other states (Helburn 1995), and in previous studies (Burton et al. 1995, 1994; Whitebook et al. 1994, 1990).

The earnings of mentors in California illustrate how publicly-funded programs offer better-paying jobs to the better-educated members of California's child care work force. Almost one-quarter (23 percent) of mentor teachers earned $15.00 per hour or more in 1994, and 30 percent earned between $12.00, and $14.99. These higher-paid California mentors were more likely to be employed by programs funded by the Child Development Division of the California Department of Education (Whitebook, et al. 1995). Studies of several California counties also reveal that the highest salaries in the child care teaching field are offered in the programs which receive the highest percentage of subsidies beyond parent fees (Burton et al. 1995, 1994; Mihaly 1994).

The California Compensation Study found significant differences in salaries paid to child care teachers in different auspices.[7] Teachers in the sample from private for-profit centers earn a median wage of $7.25 per hour, while teachers in private nonprofit centers earn $8.50 per hour, and teachers in public centers earn $14.86 per hour. The wage pattern for assistant teachers by auspice is similar, though not as pronounced (Figure 1). When analyses were conducted controlling for teacher education, experience,

[7]Mean values have been used to test for statistically significant relationships among groups, although median values are presented in the text and figures. Median values represent the middle of the distribution and are therefore less affected by extremes at either end of the distribution.

Figure 1. Median California Child Care and Development Teacher and Assistant Teacher Hourly Wages by Auspice, 1996



Statistically Significant Differences at 5 Percent or Greater Level:
a) For each auspice (private for-profit, private nonprofit, and public centers), the mean wages of teachers are higher than the mean wages of assistant teachers.
b) The mean wage of teachers in public centers is higher than the mean wage of teachers in private nonprofit centers. The mean wage of teachers in private nonprofit centers is higher than the mean wage of teachers in private for-profit centers.
c) The mean wage of assistant teachers in public centers is higher than the mean wages of assistant teachers in private for-profit and private nonprofit centers.

Source: California Child Care and Development Compensation Study: Child Care Center Survey

and demographics, teachers in public centers earn $1.55 per hour more than teachers in private nonprofit centers, and $2.10 per hour more than teachers in private for-profit centers, on average (See Appendix B, Table 20).

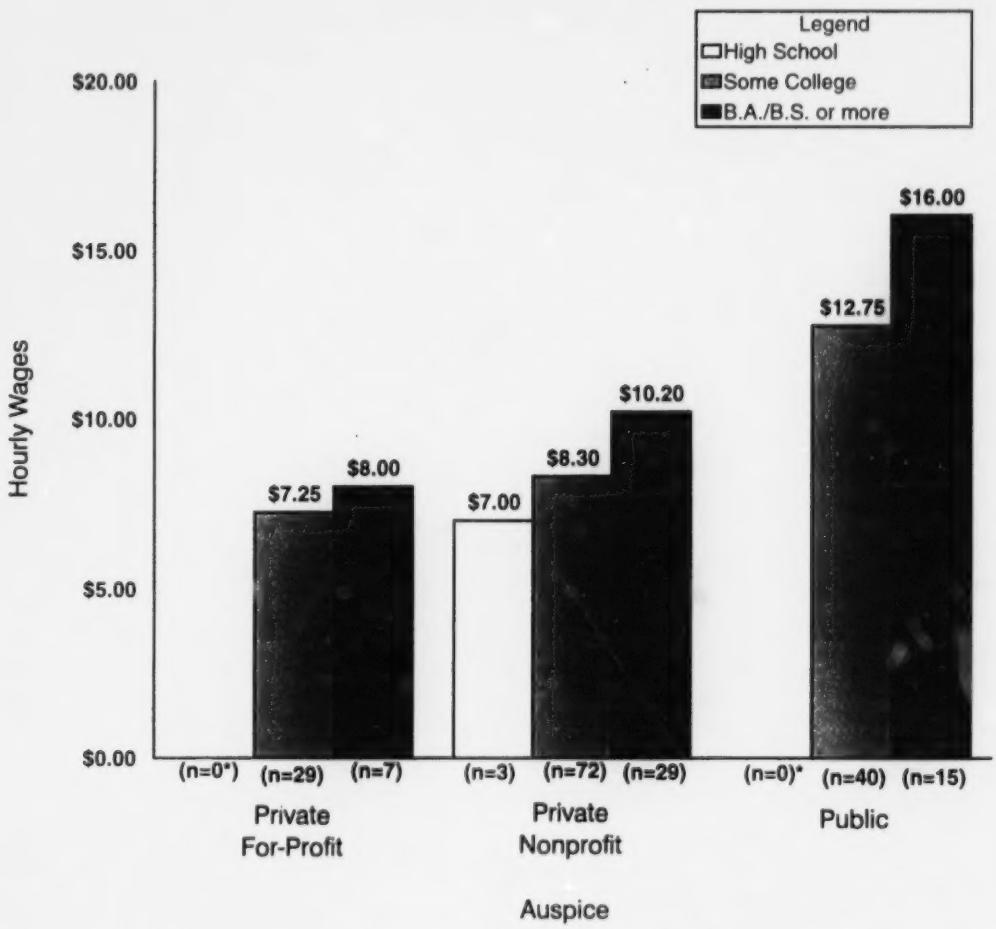
National data from 1993 show that teaching staff with a high school diploma earned $10,151 per year ($5.80 per hour), compared with $11,617 ($6.64) for those with some college (including those with an A.A. degree), and $14,506 ($8.29) for those with a B.A.[8] On average, teaching staff with a B.A. or more receive $2.49 more per hour than those with a high school diploma or less (Whitebook et al. 1990). Public centers are also more likely than private programs to provide better compensation for teachers with higher degrees. Nationally, teachers with a B.A. or higher employed by a nonprofit program earned $8.67 per hour or $15,173 per year, while their counterparts in for-profit programs earned $7.07 per hour or $12,373 per year.

The California Compensation Study replicates the results of previous studies by showing a statistically significant association between higher wages and higher levels of education. This was particularly true for teachers with a B.A./B.S. in early childhood education, who earn approximately $2.60 per hour more, on average, than those without this educational level, and focus, all else equal. In addition, teachers with early childhood education coursework in a vocational school make $2.26 per hour more than those without this coursework. (See Appendix B, Table 20).

The CCS also found that teachers with a B.A./B.S. degree earn more than those with less education, although education is more likely to be rewarded by public programs than by other auspices. As shown in Figure 2, the largest disparity between teachers with some college and teachers with a B.A./B.S. or higher is found in public centers where the median hourly wage is $12.75 for those with some college, and $16.00 for those with a B.A./B.S. or higher. In comparison, teachers with a B.A. or higher in private nonprofit and private for-profit centers earn $10.20 and $8.00 per hour. Public

[8]These data are based on the CQOS findings for all teaching staff, the only available national data at this time. The differential between the salary of *teachers only* with a B.A. or higher and with a high school diploma or less would likely be greater.

Figure 2. Median California Child Care and Development Teacher Hourly Wages by Education Level and Auspice, 1996



Statistically Significant Differences at 5 Percent or Greater Level:

a) In private for-profit and public centers, the mean wages of teachers with a B.A./B.S. or more is greater than the mean wages of teachers with some college.

b) In private nonprofit centers, the mean wage of teachers with a B.A./B.S. or more is grater than the mean wage of teachers with a high school education.

c) The mean wage of teachers with some college in public centers is greater than the mean wages of teachers with some college in private for-profit and private nonprofit centers.

d) The mean wage of teachers with a B.A./B.S. or more in public centers is greater than the mean wages of teachers with a B.A./B.S. or more in private for-profit and private nonprofit centers.

*No teachers in this education level category.

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

center teachers with some college get paid more ($12.75) than teachers with a B.A. or higher in private nonprofit and private for-profit centers. In addition, for those child care workers with some college, teaching assistants in public programs earn almost as much as teachers in private for-profit programs, $6.75 and $7.25, respectively (See Appendix B, Tables 4a - 4c).

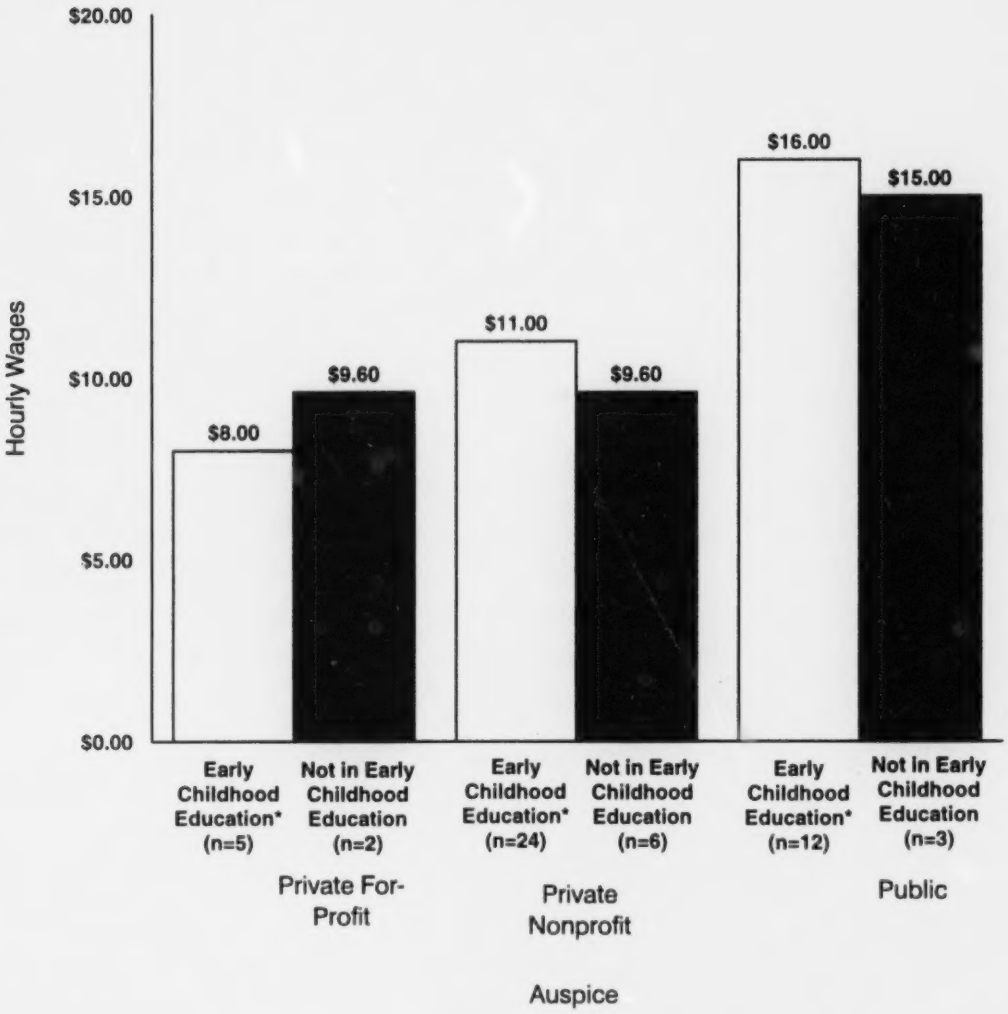
Further, the California Compensation Study found that public teachers with a B.A. or M.A. degree specifically in early childhood education or a related field are paid significantly more than teachers with similar education working in private nonprofit and private for-profit centers. For example, public teachers with a B.A. or M.A. degree in early childhood or a related field are paid $16.00 per hour as opposed to $9.60 per hour for teachers with this educational background in private for-profit and private nonprofit centers (Figure 3).

Benefits

The low level of health care benefits offered to child care workers raises particular concern. Most child care teaching staff lack comprehensive employer-sponsored benefits, including health care insurance, a pension, and paid maternity leave, among others. Many child care workers are not covered by any form of health insurance, either through their jobs at the center, their spouses, or any other purchased plan. Child care workers who go untreated may place children (who are already susceptible to infectious diseases) at greater risk for illness, and may ultimately require more intensive and costly medical interventions (Gratz 1994).

In a 1993 update of the National Child Care Staffing Study, Whitebook, and her colleagues found that only 18 percent of child care programs offered fully-paid health insurance to all teaching staff, and at the other end of the spectrum, 36 percent of programs offered no coverage of any kind to teaching staff. The remaining centers offered a variety of coverage: 9 percent offered fully-paid premiums to teachers and teacher-directors only, 13 percent offered partially-paid premiums to teachers and teacher-directors only, and 24 percent offered partially-paid plans to all staff (Whitebook et al. 1993). Anecdotal reports from child care centers suggest that partially-

Figure 3. Median California Child Care and Development Hourly Wages of Teachers with a B.A./B.S. or More by Field of Study and Auspice, 1996



Statistically Significant Differences at 5 Percent or Greater Level:
a) The mean wage of teachers with a B.A./B.S. or more in Early Childhood Education focus in public centers is greater than the mean wages of those in private for-profit and private nonprofit centers.

*Includes Early Childhood Education, General Education (e.g., Elementary and Secondary), and Psychology/Human Development.
Source: California Child Care and Development Compensation Study: Child Care Staff Survey

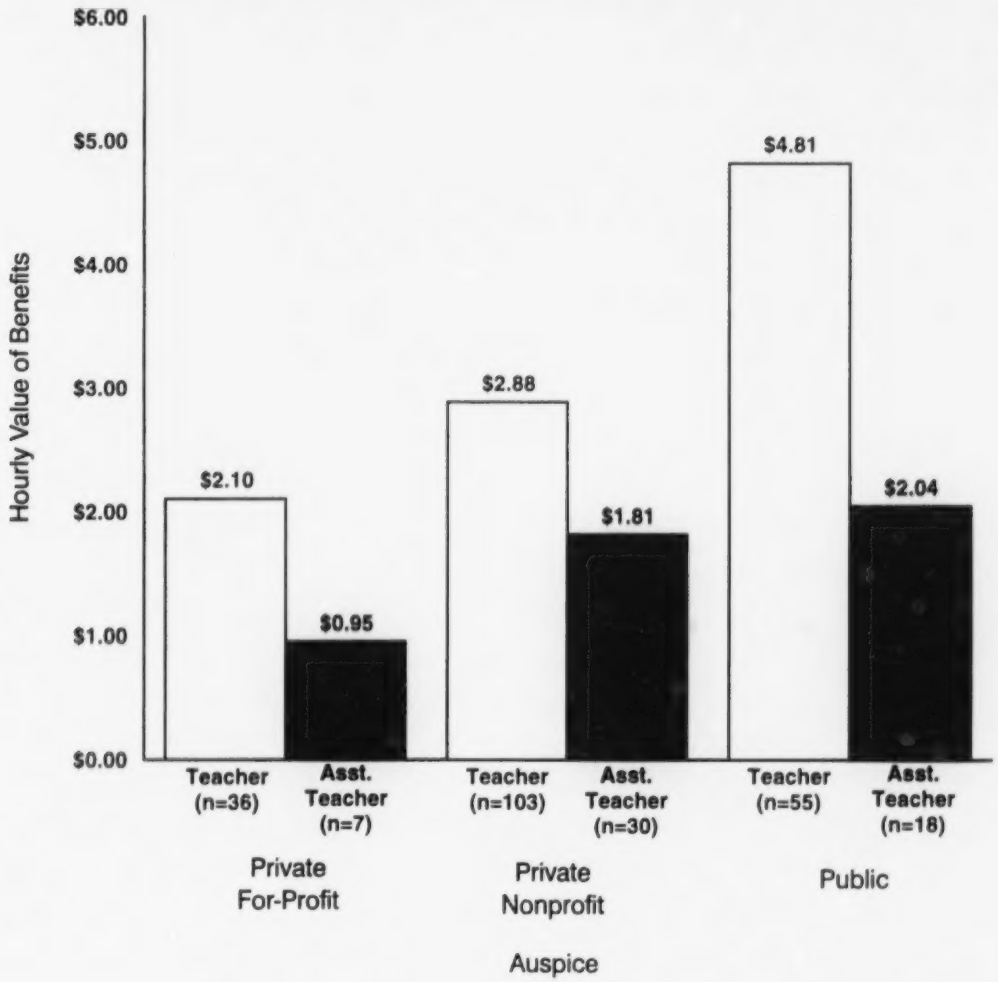
paid plans are not well-utilized by teaching staff, who often are unable to afford the required premiums, and co-payments.

Although most child care workers are women of childbearing age, paid maternity leave is not consistently offered to staff working in the programs surveyed in the California Compensation Study. Twenty-nine percent of private for-profit, 17 percent of private nonprofit, and 54 percent of public programs offer a paid leave. For the programs offering paid maternity leave, on average, teachers in private for-profit centers receive 9 days, teachers in private nonprofit centers receive 5 days, and teachers in public centers receive 13 days of paid maternity leave.

The CQOS reported that child care workers receive total benefits valued at 23 percent of their wage, substantially lower than those received in the general work force, valued at 30 percent of wage. The California Compensation Study found that child care staff receive total benefits valued at 23 percent of private for-profit wages, and 30 percent of private nonprofit and public staff wages. For teachers in private for-profit centers, for example, this translates to benefits valued at $2.10 per hour, while for teachers in private nonprofit centers the value is $2.88 per hour, and for teachers in public centers, the value is $4.81 per hour (Figure 4).

The provision of fully or partially-paid health benefits also varies by program auspice. Private for-profit, private nonprofit, and public programs differ in the extent to which health coverage is provided to teachers, the teaching staff who are most likely to be covered by center-sponsored plans. The California Compensation Study found public centers to have the most extensive health coverage, with 44 percent offering fully-paid health benefits, and another 44 percent offering partially-paid benefits. Private for-profit centers offer the least amount of health coverage. Only 29 percent of private for-profit centers provide fully-paid health benefits, 18 percent provide partially-paid health benefits, and 53 percent offer no form of health coverage (Figure 5).

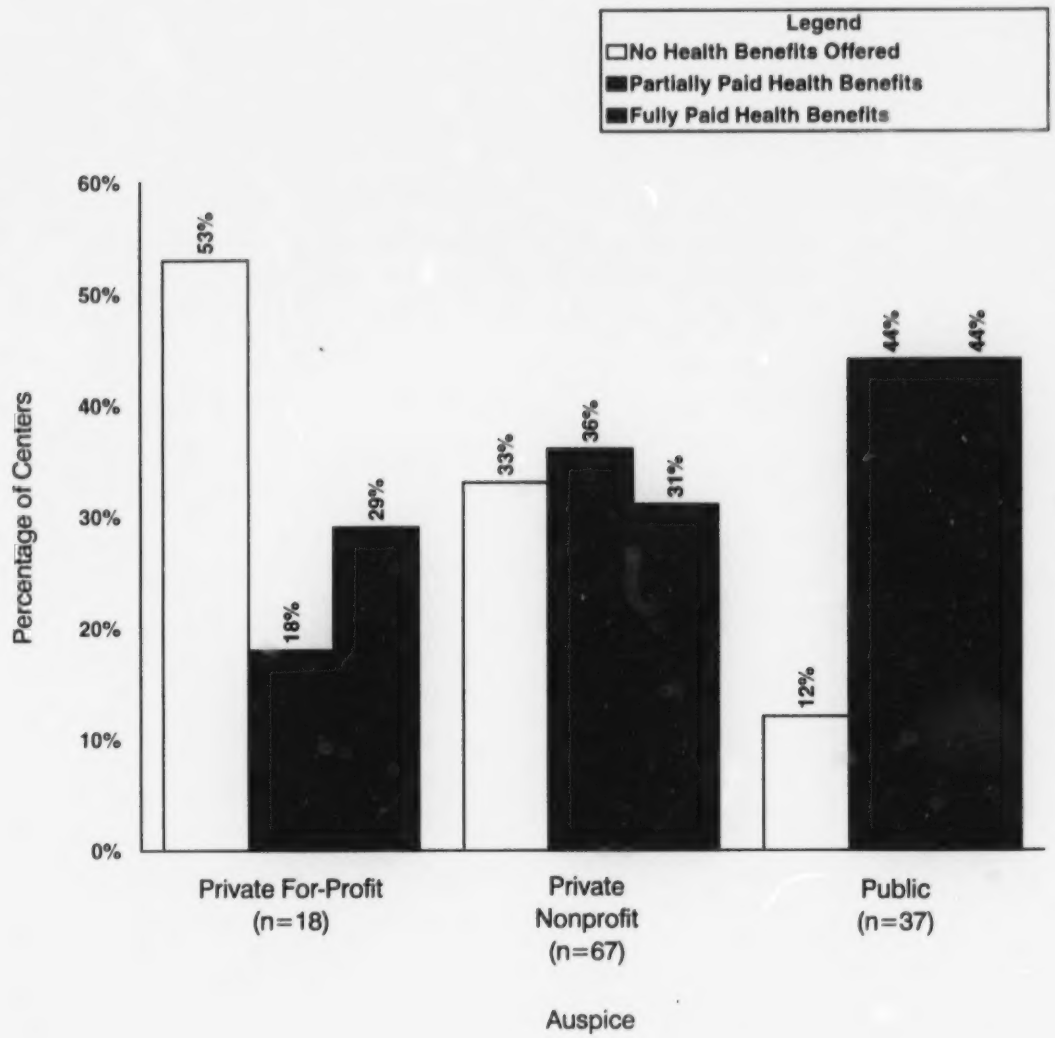
Figure 4. Value of Health and Other Benefits Received by California Child Care and Development Teachers and Assistant Teachers by Auspice, 1996



Statistically Significant Differences at 5 Percent or Greater Level:
a) In public centers, the mean value of health benefits for teachers is greater then the mean value of health benefits for assistant teachers.
b) The mean value of health benefits for teachers in public centers is greater than the mean value of health benefits for teachers in private for-profit and private nonprofit centers.

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Figure 5. Health Benefits Offered to California Child Care and Development Teachers by Auspice, 1996



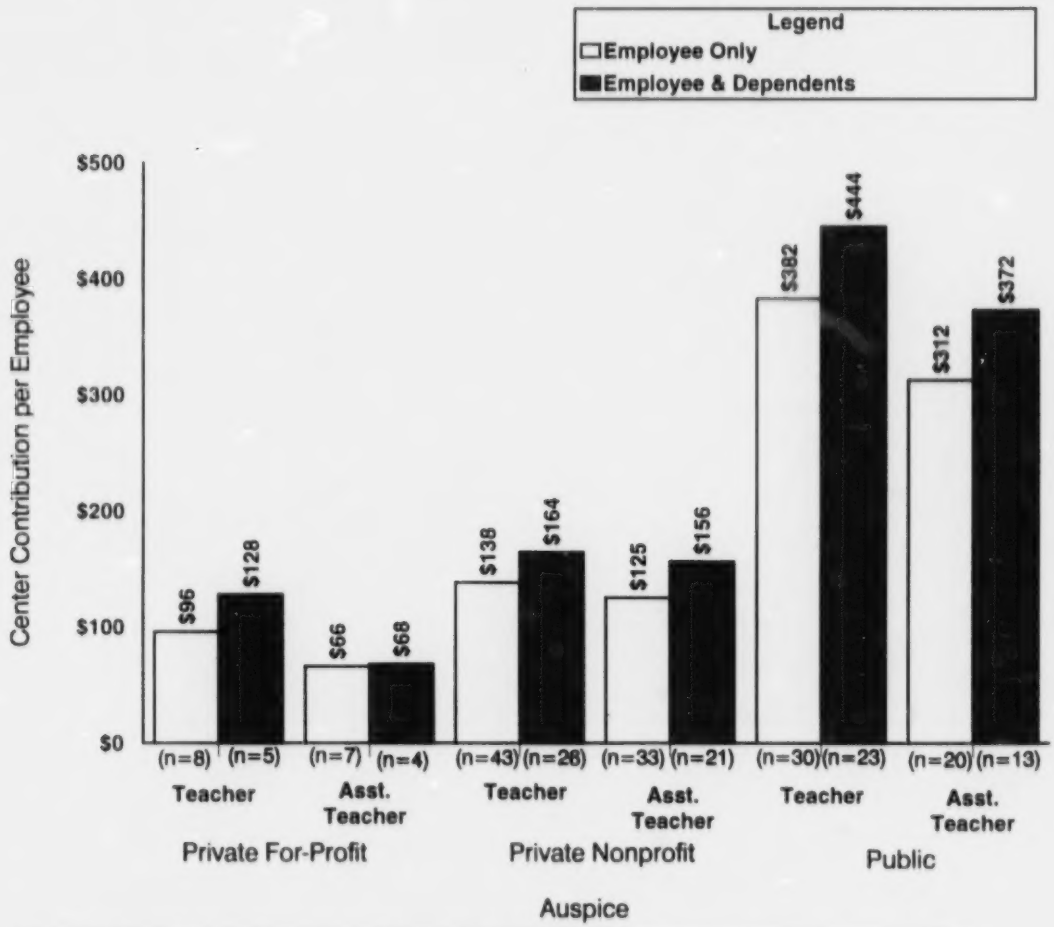
Source: California Child Care and Development Compensation Study: Child Care Center Survey

Of those centers offering health benefits, the CCS also found that monthly contributions for health coverage per employee also vary greatly by auspice. For example, on average, public centers contribute $444 per teacher per month for health insurance for the employee and dependents, whereas private nonprofit centers contribute $164, and private for-profit centers contribute $128 (Figure 6). Thus, the definition of "health coverage," in terms of actual dollars expended by the center to purchase services, varies substantially by auspice.

Historically, child care workers have received one benefit that most workers in other fields are not offered: reduced-fee or no-cost child care for their own children in the program in which they work. Replicating the findings of previous studies (Whitebook et al. 1990, 1993; Cost, Quality and Child Outcomes Study Team 1995), the California Compensation Study found that private for-profit programs are more likely to offer staff a child care discount than are private nonprofit, and public programs. For example, 80 percent of private for-profit programs offer the benefit to teachers, compared to 59 percent of private nonprofit programs, and 6 percent of public programs.

While the child care discount is a valued benefit among the child care workers receiving it, co-workers who do not receive it often complain about the inequity and the interpersonal complications it creates (Whitebook et al. 1990). Some programs accept staff's children at low or no cost without increasing staff coverage, and can thus undermine staff/child ratios. The dual roles of staff member and parent in the child care center work place also require special planning and communication between staff, which many centers fail to provide. The National Child Care Staffing Study found that centers that offered the benefit were of lower quality than those that did not (Whitebook et al. 1990).

Figure 6. Average California Child Care and Development Center Contribution per Employee for Monthly Health Insurance Coverage by Auspice, 1996



Statistically Significant Differences at 5 Percent or Greater Level:
a) The mean *employee only* health contributions for teachers and assistant teachers in public centers are greater than the mean *employee only* contributions for teachers and assistant teachers in private for-profit and private nonprofit centers.
b) The mean *employee and dependents* health contributions for teachers and assistant teachers in public centers are greater than the mean *employee and dependents* health contributions for teachers and assistant teachers in private for-profit and private nonprofit centers.

Note: Centers that do not provide health insurance coverage are excluded from these calculations. Calculations include full and partial coverage.
Source: California Child Care Development Compensation Study: Child Care Center Survey

Turnover

Job turnover among center-based child care teaching staff in the United States has reached crisis proportions in the past decade. In 1977, the National Day Care Study found a 15 percent annual turnover rate among teachers and assistants in the centers it profiled, with 40 percent of centers reporting no turnover (Coelen et al. 1979). Little more than a decade later, the National Child Care Staffing Study (NCCSS), in a four-city study of 225 centers, reported a 41 percent annual turnover rate for teaching staff. Perhaps most disturbingly, this rise in turnover was more widely distributed among centers, with all but 7 percent of programs in the NCCSS reporting some turnover in the previous year (Whitebook et al. 1990). Six months after their initial contact with NCCSS interviewers, 37 percent of teaching staff had left their jobs, and four years later, when the centers were re-contacted for follow-up, only 30 percent of the original teaching staff were still employed in those centers (Whitebook et al. 1993). Turnover rates among relative and family child care providers likewise hover around 40 percent per year; fewer than a third of the non-regulated providers, and half of the relatives interviewed by Kontos, Howes, Shinn, and Galinsky (1995) continued to provide care one year after the initial contact.

Although turnover is now more widespread in child care, it is still concentrated in certain types of programs, and among staff with certain characteristics:

- Among full-day center-based programs, those operated on a for-profit basis are characterized by higher turnover than nonprofit programs (Helburn 1995; Whitebook et al. 1990). In the follow-up to the National Child Care Staffing Study, 41 percent of teachers working in independent nonprofit centers (which are more likely to be subsidized) were still on the job four years later, compared to 23 percent of teachers in other programs (Whitebook et al. 1993).

- Public school pre-K, and Head Start programs, typically operating on a half-day schedule, nine to ten months per year, reported lower levels of turnover among their teachers (Willer et al. 1991).

- Teachers, as a group, tend to remain on the job longer than the aides and assistants whom they oversee, and who typically have completed less formal education, and child-related training.

- Program types and positions characterized by higher turnover have lower rates of pay than their counterparts in other sectors or jobs (Helburn 1995; Willer et al. 1991; Whitebook et al. 1990).

- Among family child care providers, those most likely to continue providing care longer were part of a regulated system, reported higher estimated income, and received more informal training than did relative or non-regulated providers (Kontos et al. 1995).

Turnover among early care and education workers compares unfavorably to rates among other education workers and workers in other businesses. Public school teachers leave their jobs at a rate of 5.6 percent a year. The child care staff turnover rate, identified in the 1993 update of the National Child Care Staffing Study, is almost three times the annual rate of 9.6 percent for all U.S. companies, and double the 12 percent rate for entities such as schools, government agencies, and nonprofit organizations (U.S. Department of Education 1993; Whitebook et al. 1993). The low wages characteristic of child care employment fuel these high rates of turnover. Among those teaching staff who had left their jobs six months after the initial National Child Care Staffing Study contacts, those earning $4.00 per hour or less left their jobs at twice the rate of those who earned over $5.00 per hour. Nearly 75 percent of those who had left had found better-paying jobs with young children or in other fields.

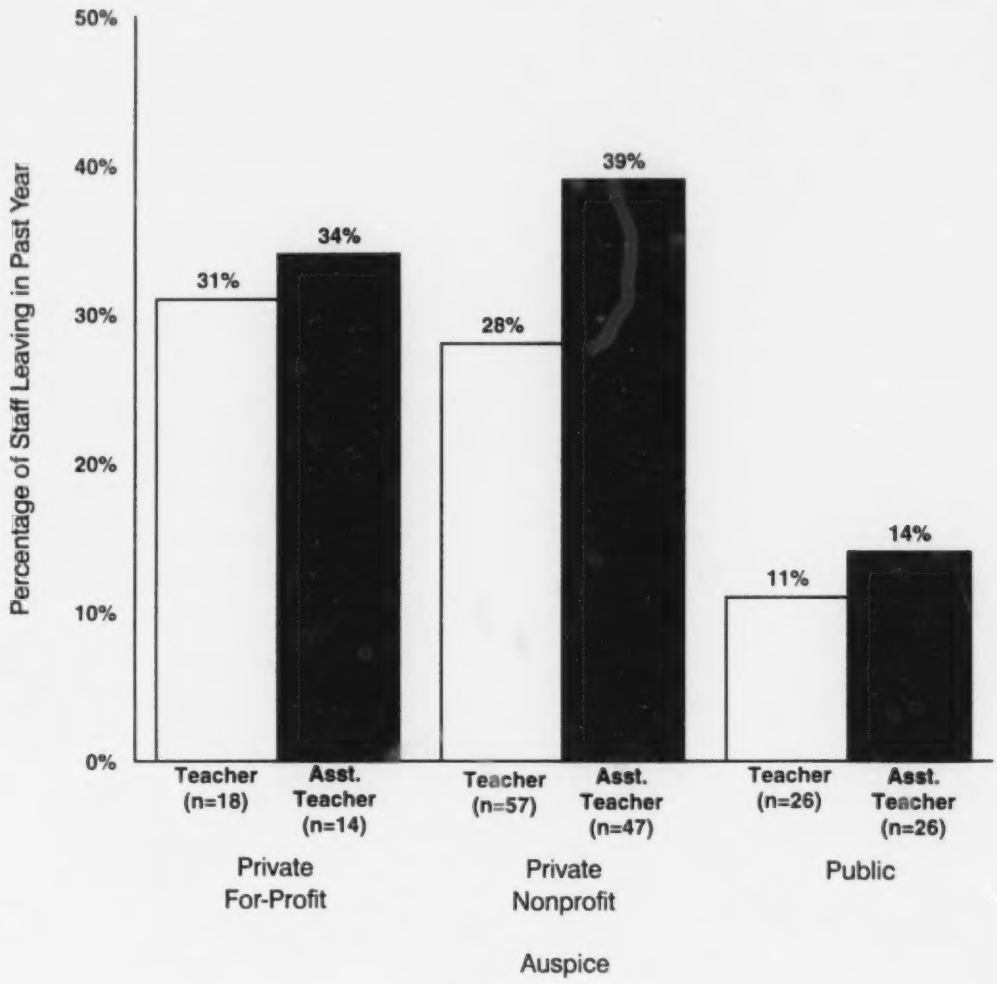
The California Compensation Study found turnover rates for teachers in private for-profit, private nonprofit, and public centers to be 31 percent, 28 percent, and 11 percent, respectively. For assistant teachers, these figures are 34 percent, 39 percent, and 14

percent, respectively (Figure 7). Teacher turnover in public centers is approximately one third the rate of teacher turnover in private for-profit centers, and this difference is statistically significant.

Replicating the evidence found in previous studies, the California Compensation Study found that centers with the highest turnover have the lowest teacher and assistant teacher wages (Figure 8). Teachers and assistant teachers in centers with turnover rates of 40 percent or more are paid $7.92, and $6.25 per hour respectively, compared to their counterparts in centers reporting no turnover who are paid $11.34 and $8.11 per hour, respectively.

Turnover also has a powerful impact on the quality of services that a program is able to provide. In the National Child Care Staffing Study, higher turnover rates among staff were specifically linked to poor quality. Children in the centers with higher turnover rates were found to suffer developmental consequences: the NCCSS found that children in these programs with higher turnover spent less time engaged in social activities, and fewer than a third of the children engaged in age-appropriate play with peers (Whitebook et al. 1990). The Cost, Quality and Child Outcomes Study also demonstrated a link between turnover and quality. Centers with staff turnover rates of 10 percent or less per year were rated significantly higher in quality (Cost, Quality and Child Outcomes Study Team 1995). It is generally not well understood how much and what types of inconsistency children can tolerate in their relationships without suffering developmentally. Unlike maternal-child attachment, a certain degree of caregiver change is inevitable. Yet it is clear that the currently high level of staffing and caregiving instability in many child care programs can be detrimental to optimal child development.

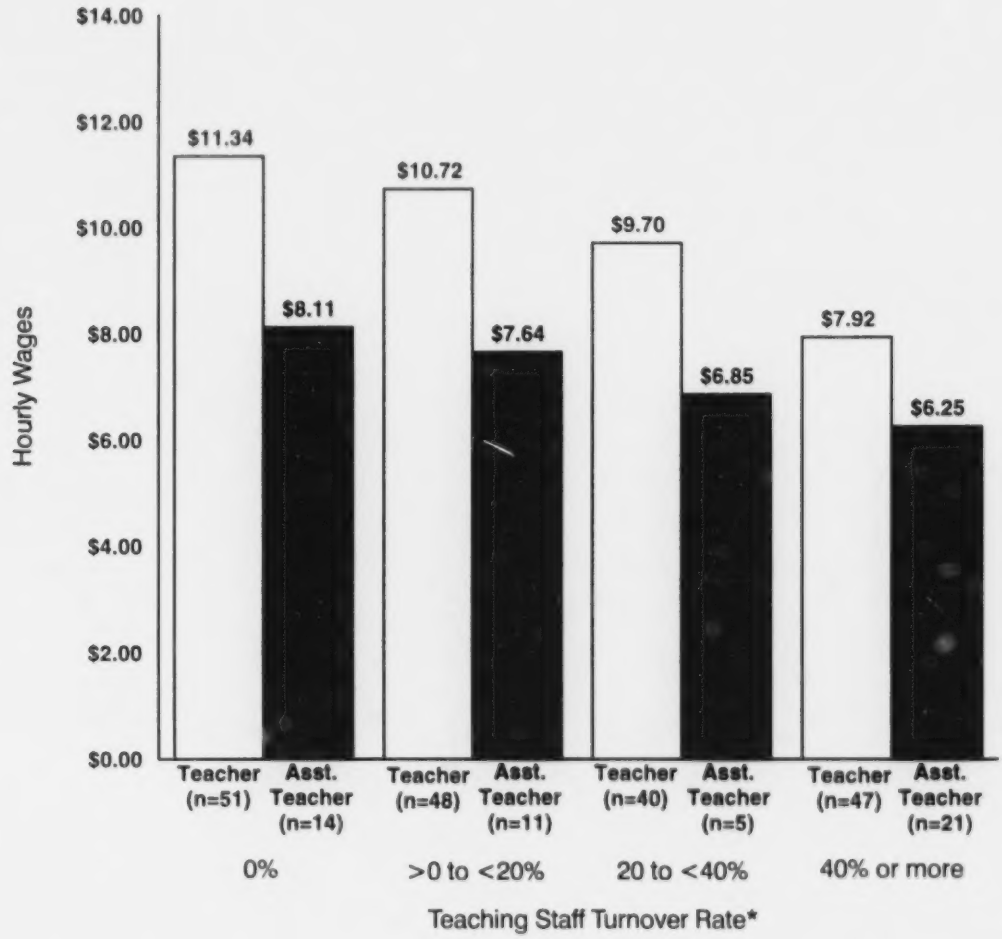
Figure 7. Average Turnover Rates of California Child Care and Development Teachers and Assistant Teachers by Auspice, 1996



Statistically Significant Differences at 5 Percent or Greater Level:
a) The mean turnover rate of teachers in private for-profit centers is higher than the mean turnover rate of teachers in public centers.
b) The mean turnover rate of assistant teachers in private nonprofit centers is higher than the mean turnover rate of assistant teachers in public centers.

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Figure 8. Median California Child Care and Development Teacher and Assistant Teacher Hourly Wages by Turnover Rate, 1996



Statistically Significant Differences at 5 Percent Level or Greater:
a) The mean wage of teachers in centers with a 40 percent or more turnover rate is lower than the mean wages of teachers in centers with turnover rates lower than 40 percent.

*Percentage of teaching staff (teacher/directors, teachers, and assistant teachers combined) leaving in past year.
Source: California Child Care and Development Compensation Study: Child Care Center Survey

Conclusion

The California Compensation Study replicated a number of findings that have been identified nationally and in earlier California studies. The child care work force is comprised predominantly of women who live in low to moderate income households. Compensation tends to be incommensurate with child care workers' relatively advanced levels of education, when compared to workers in other professions. Teaching staff earn low salaries, have low levels of benefits, and typically have high rates of turnover.

Child care program auspices are consistently associated with variations in compensation and turnover rate. In most cases, public programs offer better wages, benefits, and working conditions than do private for-profit and private nonprofit programs. Public programs in particular, do a better job of rewarding child care workers for their education and experience, and staff turnover is significantly lower in these better-paying programs. Teachers with a B.A. or higher level of education earn significantly more than those with less education, all else equal.

The California Compensation Study adds complexity to the profile of the child care work force by confirming the results of prior studies related to compensation and staff turnover, and by demonstrating how program auspice differences are strongly associated with disparities in salary, the availability of fully paid health coverage, and the extent to which employers contribute to staff health benefits. Investment in various forms of staff compensation by center-based programs differs dramatically by program auspice, and significantly impacts teacher turnover rates. Teacher turnover rates, which are closely associated with the quality of care that children receive, are significantly higher in private for-profit and nonprofit centers than in publicly subsidized centers.

Most child care workers who leave their centers for other employment options do so because of inadequate compensation. The compensation package offered to most child care teaching staff is woefully inadequate for building the skilled and stable work force necessary to meet the developmental needs of children. Yet many families cannot afford

the current cost of child care, even though it generally falls well short of the true cost of providing high-quality care with a well-paid staff. In the following chapter, the issues of child care affordability and access for families are explored.

Chapter 4.
Family Access to Affordable Services

Introduction

Efforts to improve child care quality through better staff compensation have often stumbled over the dilemma of whether raising compensation will be at odds with ensuring access, and affordability of services, especially for low income families. Implementing more stringent educational requirements for teaching staff, for example, could boost quality, but could also limit the pool of teaching job applicants, and force centers to pay higher salaries. In the absence of increased subsidies for centers, programs would then have to pass on these additional costs to families who use their services.

Policy initiatives which neglect the need for greater financing of all aspects of child care services, therefore, can easily place program quality, and affordability at odds. But while such zero-sum reasoning is a barrier to reform, it is understandable in the context of a child care system that provides very limited, fragmented subsidies to low and moderate income families.

Ample evidence exists that licensed child care, which assures only a low baseline level of quality in most states, is unaffordable to millions of Americans, including the working and non-working poor (Hofferth 1996). One-sixth of all children under 12 in the U.S. live in households earning $15,000 per year or less and their families are hard-pressed to obtain consistent, stable, high quality child care environments (Phillips 1995). The small number of low income families who have access to high quality early

intervention programs receive among the best care available, but in most communities, there are insufficient spaces for the number of families who are eligible, forcing many to turn to low quality, informal or "latch key" arrangements (Brayfield and Hofferth 1993).

Research on child care affordability and family access to quality services, however, challenges the assumption that quality can be improved *only* by increasing parent fees and rendering services too costly for many families. Rather, programs with a broad base of public or corporate financial support are generally those which employ a more skilled and stable work force and offer higher-quality care—most often, to children whose families are either in the lower or higher ranges of income (Phillips 1994). Operating costs for these programs are higher but are not necessarily passed on to parents in the form of higher fees. Investigators have revealed that many working-poor and middle-income families, by contrast, find it necessary to use unsubsidized or poorly-subsidized programs that are of mediocre quality on average, but are no cheaper than higher-quality child care. The actual cost of high quality care, in most cases, requires a base of support beyond parent fees if such care is to be truly affordable to most American families (NAEYC 1990). Thus, the belief that quality initiatives are incompatible with broad family access results, in large measure, from a constrained vision of child care financing and policy reform.

Historically, reform efforts have focused on only one part of the child care equation—parents, providers, or children—instead of all three. One result has been a policy debate that has focused on trade-offs between quality, and affordability for families. A keystone of a revamped child care system at the state and federal level will have to be the ability to break the historic link between what parents pay for child care and what child care providers earn. Until then, far too many families will continue to settle for poor-quality care or no care at all; caregivers will continue to leave the field in order to earn better wages; and many children will continue to receive mediocre care (NCECW 1993).

The literature reviewed here assesses the affordability of child care for American families, while at the same time inviting a reexamination of commonly-held assumptions about the trade-offs between quality and affordability.

Defining Affordability

Child care costs are among the top four family expense items for most Americans with children in care. As a uniform measure to evaluate the affordability of child care for families, researchers have identified the percentage of family income spent on child care, called the "relative cost" (Brayfield and Hofferth 1995). Research conducted in 1990, and replicated in 1993, found that families earning $14,400 per year or less, who paid for child care for a preschool child during the time the mother was at work, spent a quarter of their income on child care. By contrast, families earning $54,000 a year or more were found to spend only 6 percent of household income on child care, while middle-income families spend 10–13 percent (Hofferth 1996). Some researchers and policymakers have defined affordable child care as 10 percent of family income and have concluded that low and moderate income families, therefore, pay a disproportionate share of their incomes on child care (Larner et al. 1994).

Researchers who study child care affordability start from a shared assumption: that without financial assistance, regulated child care is unaffordable for the majority of low income families. What are the consequences of the high cost of child care for low income families? Researchers find that child developmental outcomes, maternal employment, and parental choice and satisfaction are all negatively influenced by a shortage of affordable, formal child care arrangements. Additional evidence suggests that affordable high quality arrangements have a particularly beneficial influence on children of low income families. Although most low income families are under-served, the non-working and working poor have faced other challenges in securing decent care for their children. Working-poor (earning between $15,000- $25,000 per year) and middle-income families (earning above $25,000 per year) are considered only tangentially in these analyses.

We divide the discussion of the literature into two parts: the arrangements which families of different economic status use for the care of their children and the social costs or consequences of these arrangements.

Family Income and Access to Quality

Low income families' usage of child care services differs from families in higher-income groups with respect to their reliance on relative care and their lower use of center-based and family child care. Nearly a quarter (22 percent) of low income families with young children use relative care as their primary arrangement. Grandparents are a particularly important source of care: 17 percent of children of low income families are cared for most of the time by their grandparents and 29 percent receive some care from a grandparent. Multiple child care arrangements are also common: 24 percent of children from low income families are in more than one supplemental care arrangement (Phillips 1995). Hofferth (1996) found that low income families, in which women earn the lowest wages, are the least likely to purchase child care and to rely instead on relatives, friends, neighbors, and spouses to care for their children while they are at work. The average cost of full-time, licensed center-based or family child care in the U.S. is $3,300 annually—well out of reach for those who earn $15,000 per year or less and even for many who earn somewhat more (Larner et al. 1994).

Although the logic of the market would suggest that low income families *prefer* relative care, current findings cast doubt on this proposition. While parents across all income groups tend to rate their child care arrangements as high in quality, low income families, who rely more heavily on informal care, are the most likely to indicate that they would like to change their child's arrangement. Low income families who receive subsidies also register a strong preference for center-based care, in spite of its greater expense. Center-based care costs an average of $83 per week and thus is not an option for low income families without substantial subsidies (Phillips 1995). To the extent that low income families choose informal arrangements, we must assume that they make highly constrained choices.

Parents' ambivalence about informal care is also warranted, according to an observational study of relative care, which found that it was of lower quality than regulated care meeting minimal standards on adult/child ratios, group size and health, and safety. A disturbingly high percentage of unregulated home-based providers (50 percent) and relative care providers (69 percent) were found to offer "less than minimal care" (Kontos et al. 1995).

Further, the relatively small percentage of children of low income families in center-based programs (15 percent) have been found to receive substantially better care than those in informal arrangements. Early intervention programs such as Head Start, or well-financed, public school-sponsored pre-kindergarten programs, which are available only to a subset of the 15 percent of poor children in center-based care, have offered high quality care to children in poverty whose parent(s) are not employed. Child care teaching staff in these well-subsidized programs, both in California (Whitebook et al. 1994; Burton et al. 1994) and nationally (Helburn et al. 1995; Whitebook et al. 1990) have completed more education and specialized early childhood education training, earn higher wages, and have better benefits, thereby constituting a more stable work force. Historically offered at no or nominal cost to families, publicly-subsidized centers are a model of affordable, high quality care. The continued support for such high quality, well-funded programs, however, remains in question.

The advent of vouchers in the 1980's, which in many states have either replaced or greatly diminished the child care financing system based on state contracts with centers, has meant considerably less stability of funding for centers serving low income families. Researchers have also identified state reimbursement rate policies as an important determinant of child care quality; when rates are lower than the market cost of care, low income families receiving subsidized care must choose from a severely restricted pool of centers and family child care providers. States that pay a higher reimbursement rate (up to the 75th percentile of market rate permitted by federal law) and that offer comprehensive, integrated services, have been more successful in providing adequate-quality care to low income families (Long and Clark 1995).

Receipt of child care subsidies of any kind is far from a certainty for most low income families. Welfare policies that have prioritized moving AFDC recipients into training programs and jobs have placed pressure on states to fund child care services for the non-working poor, often at the expense of working poor families' access to subsidized services. Hofferth (1996) has written that without subsidies, low income families skimp on essential goods and services in order to purchase child care of *any* quality.

Children of working-poor families are less likely than others to be in center-based care (Hofferth 1996). If they are enrolled in centers, like many middle-class children whose families do not have access to subsidies, they are more likely to be in low quality programs. Working-poor and middle-class families are the most frequent users of for-profit child care programs, which rely heavily on parent fees, and tend not to invest in such components of quality as staff training, compensation, high staff/child ratios, and small group sizes (Whitebook et al. 1990). The only child care subsidy available to many families is the Child Care Tax Credit, which allows parents to write off a portion of their child care expenses on their final tax bill. But since this subsidy is accessible only to families who have a significant tax liability, it is not particularly earmarked for working-poor or lower-middle-class families. Further, since the tax credit is not invested directly into the child care services which families use, it is not a mechanism for affecting program quality.

Low income families turn to a variety of child care arrangements to meet their needs: informal, center-based, and family child care. The only sources of care accessible to them that have been consistently rated as high in quality, however, are in the publicly-subsidized and -operated sector, which is generally available only to a small fraction of eligible families (Helburn et al. 1995). Most poor families rely on minimally adequate or poor-quality regulated care, and/or informal care. Moderate income families who do not have access to subsidized child care similarly rely on mediocre-quality programs. Research findings suggest that the U.S. market-based child care system, buoyed by narrow and fragmented subsidies, is doing a poor job of meeting most families' needs for affordable, high quality services. Thus, the need to find other

sources of funding for affordable, high quality services is crucial both for those who rely on child care and for those who earn their living providing it.

The Social Consequences of Low Quality Care

Mounting attacks on social spending for poor children and families have spurred researchers to examine the explicit and hidden costs of a public disinvestment in this population. An emerging welfare policy at the state and federal levels to move mothers with young children off of AFDC and into the work force will require, at the least, more subsidized slots for children who are currently either not in child care or only in part-day care. Maternal employment appears to hinge in large measure on the provision of child care services. Additionally, high quality child care has been shown to help children become ready to learn when they enter elementary school. Researchers have sought to specify the value of this care for poor children in particular.

The Failure to Invest in Children

A body of child care literature draws our attention to the role that services for young children can play in school readiness and future success in the work force. The social costs of low quality care for children of low income families has been documented most dramatically by the High/Scope Perry Preschool Study, which found that an early investment in high quality child care pays off in substantial savings in welfare and later educational and criminal justice costs, as children mature into adulthood. A control group of children who lacked this high quality child care required more costly social interventions over the course of their youth and into adulthood (Schweinhart et al. 1993). As noted earlier, low quality care has been shown to have a disproportionately more detrimental effect on children of low income families (Phillips 1995).

Impediments to Maternal Employment

The interest in low income mothers' labor force participation has sky-rocketed in recent years. Child care has been identified repeatedly in policy and research as an

important influence on maternal employment. A number of studies have determined that availability of affordable (subsidized) child care for low income mothers of young children plays a significant, although not the only, role in their decision and ability to join the work force (Blau 1995).

According to Hofferth (1996), recent studies show that substantial child care subsidies—those which would cover the full cost of fees—would increase the employment of poor mothers from 29 to 44 percent. When moving from welfare causes disruptions in child care arrangements, this discontinuity appears to significantly undermine mothers' commitment to work and training programs (Phillips 1995). A multi-year evaluation of California's welfare-to-work program, GAIN, has demonstrated that the perceived quality of child care arrangements also affected mothers' longevity and success in the program (Meyers 1993).

Conclusion

Much of the affordability literature documents the beneficial effects of licensed child care, vs. the informal, often unstable arrangements on which many low income families must depend under the current system. Implicit in this finding is that high quality child care programs, when available, are highly preferable to licensed arrangements of mediocre quality. Current trends to use public dollars for unregulated, informal care, however, promise to truncate the debate. Rather than being able to argue for high quality rather than mediocre services, advocates find that they must now spend energy defending proposals for public support of *any* form of regulated care, even if it will promise only a very low baseline of safety and reliability for children. Further, improving services for working-poor and middle-income families is not even on the current policy agenda. The scant attention paid to the unaffordability and inaccessibility of high quality care for the majority of Americans is a telling omission and symptomatic of the disarray of child care services in the United States.

Part I. Conclusion

The literature reviewed here offers ample evidence that increasing the compensation of child care workers significantly improves the quality of child care. Recruiting and retaining well-trained staff—objectives that are seriously hampered by low compensation—make up the foundation of high quality programs. Significantly raising the quality of child care programs has been shown to enhance children's development, both immediately and into the future as they enter school and join the work force. The societal benefits of high quality care are numerous; perhaps most importantly, positive early care and education experiences can build a generation of young people who realize that they are valued members of society, who have much to learn, and ultimately to contribute to others. Yet achieving this desired outcome is more difficult than it may initially appear. The child care delivery system is, in large part, financed by fee-paying parents, most of whom lack the resources to significantly improve the compensation of child care teachers, and providers.

Many discussions of the challenges facing child care services stop at this point. It would appear that children's needs for high quality services conflict with their parents' needs for low cost child care, which in turn conflict with teachers' needs to earn a living wage. The research reviewed here reveals the multiple difficulties faced by low-paid child care teachers and the majority of the families whose children are in mediocre and low quality arrangements. Findings which highlight the promise of better child care jobs and services, as well as the costs of low quality arrangements, serve as a reminder that these conflicts are worth tackling.

Addressing the apparent conflicts between children's, parents', and providers' needs requires a review and consideration of promising policies and funding strategies

that can begin to reconcile these needs. Public funding for child care services and quality initiatives is currently in flux and its future is in question. Yet it appears that state and local governments will now bear much greater responsibility for setting policy and allocating public monies, a shift which holds out new opportunities to state policymakers and advocates to formulate policies to link compensation, quality, and affordability. Our optimism is tempered, however, by the likelihood that the quantity of child care funding, which has already been insufficient thus far to significantly improve the circumstances of most children, parents, and providers, is likely to be reduced even further.

A number of states have recognized the need to increase and coordinate state funding for early care and education services. California, Colorado, Hawaii, Indiana, and Washington are notable for having taken the beginning steps toward developing new statewide financing systems for early childhood education. Their efforts, while diverse, are all based on the assumption that new funding sources are needed to meet the demand for quality child care. Advocates and policymakers in these states recognize that they must be prepared both to identify new sources of funding, and to make reasoned decisions to ensure access and quality of services.

Even when policymakers and advocates recognize the need for additional child care funding and coordination, it is not a foregone conclusion that compensation will be a high funding priority. Although, as we have demonstrated, there is ample documentation linking the quality of child care services to the compensation of teachers and providers, many state and local policymakers have invested heavily in child care training while ignoring the need to correspondingly improve compensation. In some instances, they have abandoned all hopes of building quality services in favor of serving more children in minimal-quality, custodial care. Our discussion of policies that have been implemented in other states will illustrate promising practices for California that link child care staff compensation with high quality services for children and affordability for all families.

Part II. Next Steps

Chapter 5.
Promising Practices

Introduction

California has long been the home of a variety of efforts to address the persistent problem of low compensation for child care workers and the related outcomes of high staff turnover and poor-quality care. In the 1940s, a group of employees of publicly-funded, school-based preschool programs in southern California were among the first child care workers in the country to unionize, a strategy that produced significant gains in wages, benefits, and working conditions. California is also the birthplace of the Child Care Employee Project (CCEP), now the National Center for the Early Childhood Work Force (NCECW), an organization which has consistently advocated for a more skilled and stable child care work force since 1978. The Worthy Wage Campaign, a national grassroots advocacy effort coordinated by NCECW, has received much of its direction and energy from California teachers, providers, and others who value the work of caring for young children.

As part of a 1990 statewide task force convened to plan the allocation of federal Child Care and Development Block Grant funds, California advocates and policymakers identified compensation as the key to recruiting and retaining well-trained teachers and providers, a finding which led to two significant statewide initiatives. The California Early Childhood Mentor Teacher Program, one of the first early childhood mentoring programs in the country, rewards senior teachers for their skills and commitment to the child care profession. The Child Development Teacher Loan Assumption Program was designed to reduce the cost of higher education for

committed child care center staff. Beyond these specific programs, the statewide task force—along with a later initiative called Advancing Careers in Child Development, led by Pacific Oaks College (Stahr-Breunig 1993)—have entertained more comprehensive proposals to improve child care compensation. In addition, the state Child Development Policy Advisory Committee and NCECW have worked together on strategies to increase the level of health care coverage for center-based and family child care workers across the state.

Policies and programs to improve child care compensation at the national level and in other states and municipalities, also offer models that can inform the discussion of compensation policy in California. U.S. Army Child Development Services' Caregiver Personnel Pay Plan, now in its seventh year, serves as the most dramatic example of system-wide improvements in compensation. Both the Army and, to a lesser degree, other branches of military child care have been able to carry out far-reaching plans to raise caregivers' salaries across the board and to substantially reward caregivers who complete additional training. The federal Head Start program, although constrained by a less consistent funding base, has also devoted considerable resources toward a systemic improvement of staff compensation.

A number of other promising programs have been developed in recent years at the state level. In Massachusetts, a $25 million increase in reimbursement rates for fiscal year 1997, targeted to improving teacher and provider compensation, represents a significant victory for child care advocates concerned about compensation and quality. In a statewide North Carolina program called Teacher Education and Compensation Helps (TEACH), center-based teaching staff, directors, and family child care providers in all program types and at most educational levels are eligible to receive compensation when they have completed additional training. And numerous mentoring programs around the country, inspired by California's Early Childhood Mentor Teacher Program and others, are now linking mentor training with various forms of increased compensation.

In clarifying its goals and values, any program to address child care compensation must resolve three basic questions:

1. ***Who?*** Which persons or positions, in which sectors of the child care work force, will be targeted to receive improved compensation? Will family child care and center-based caregivers both be included, for example, or specific program types only? Will all positions, from a beginning aide to a head teacher or director, be included?

2. ***How?*** Which method to improve compensation will be most feasible with available resources and most appropriate for the target group? Methods can range from modest to more comprehensive: from offsetting some or all of participants' training costs, to providing a stipend or honorarium as a reward for participation in a program, or creating a more formal career step that permanently connects an increase in skill and/or training with higher wages.

3. ***On What Basis?*** It is also necessary to consider what kinds of performance and/or service the program is designed to reward. Should caregivers be recognized for one or all of the following: length of service, job performance, education, training, or other criteria? In addition to these considerations, will the program seek to increase compensation across the board, in response to the historic underpayment of *all* child care workers?

Although it is not always possible to adopt one's preferred compensation strategy in total, these questions should be kept in mind when reviewing program models or drafting policies. All of the programs considered in this report have grappled with these issues during the design and implementation stages. Many programs, such as TEACH, focus on linking compensation and training, while others, such as the Head Start initiative, have sought to redress the long-standing legacy of underpayment. Some—exemplified most impressively by Army Child Development Services—have attempted to do both. The Army and Head Start models focus on a particular segment

of the work force, while TEACH targets all sectors. Financial resources, to a large extent, have dictated the selection of target groups.

Many of the initiatives described in this report came to life as a result of the federal Child Care and Development Block Grant (CCDBG), which took effect in 1990. The CCDBG represented a major advance for efforts to promote child care compensation, because for the first time, raising compensation was put on an equal footing with other efforts to increase child care quality, such as licensing, monitoring, and training. Recent legislative changes, however, will require new strategies at the state level, since the 1996 welfare reform bill has eliminated the federal regulatory language listing compensation increases and training as quality improvement activities. Reduced federal funding overall may dampen efforts to strengthen compensation in some states, but since states are not explicitly *restricted* from spending federal funds on compensation, programs may continue to flourish in states where advocacy for such efforts is strong.

Federal Initiatives

Military Child Care

Begun as a pilot project to increase teacher salaries at some military child care centers, the Caregiver Personnel Pay Plan launched in 1989 is now an ongoing system-wide program that links training to increased compensation. The result has been a dramatic reduction in staff turnover within Army Child Development Services. Major goals of the program are to make early childhood staff salaries competitive with comparable professions within the military and to break the link between staff compensation and parent fees. Entry-level staff receive increased compensation after completing required training and demonstrating developmentally appropriate practices. The competency-based on-the-job training is modeled after the Child Development Associate (CDA) credential program. Staff with CDA credentials, or associate or bachelor degrees, can also increase their compensation by taking advanced

training. Military child care staff now receive regular cost-of-living increases commensurate with those received by all federal employees.

The Army has also begun to reward family child care providers with a "quality care subsidy" in recognition of completing a CDA credential or associate or bachelor degree. Recognizing that many parents could not afford to pay providers a higher fee, Army Child Development Services recommends that base commanders authorize these payments. Training is available to providers and teachers throughout the military child care system free of charge. In 1995, the Army commissioned NCECW to develop a mentoring curriculum and looks forward in the coming years to instituting a mentor teacher position as a new higher-salaried step on the career ladder. A mentoring program for family child care providers is also planned.

Head Start

In passing the 1990 Head Start Expansion and Quality Improvement Act, Congress acknowledged the critical role that staff training and compensation play in determining the quality of Head Start services. Reauthorized in 1994, the legislation has led to the allocation of some $470 million in salary increases for approximately 100,000 Head Start personnel—an average per-employee increase of about $1,500 per year from 1991 through 1994.

The 1990 legislation provided funds both to increase the number of children served in Head Start, and to upgrade the quality of program services by investing substantially in staff salaries. Not less than one-half of the amount reserved for quality improvements (25 percent of any increase above previous funding levels) was explicitly reserved "to improve the compensation (including benefits) of staff of Head Start agencies and thereby enhance recruitment and retention of such staff." The 1994 reauthorization of the Act maintained, with minor adjustments, the same quality provisions linked to expansion funds. Head Start funding for fiscal year 1997 remains stable and maintains a comparable commitment to salary enhancement.

Although the original impetus for Head Start salary improvements was the funding and the set of recommendations received from the Head Start Bureau, the actual staff compensation plan varied widely among program management agencies, with each agency given discretion in how to distribute the funds and/or develop new salary schedules. Some programs were able to build consensus or near consensus to reward training, tenure, a combination of both, or some other valued staff characteristic, whereas other programs became mired in the decision-making process or reached decisions that were unpopular with many staff. The success of salary improvements in Head Start depended not only on having a funding source, but on the ability of administrators and other staff to make complex and equitable decisions.

A study of the Head Start salary improvements (Whitebook 1995) revealed that programs paying the lowest wages for each job category in 1992 reported the largest increases between 1992 and 1994. Levels of education and training for Head Start staff also increased during this period. Head Start staff with higher levels of formal education received higher salaries in 1992 and each subsequent year, yet still earn substantially less than those with similar levels of education in the overall civilian labor force. The salary improvement programs have made important gains, but because wage gains have been tied to Head Start expansion, these increases will continue only if the President suggests and Congress approves additional monies for expansion. In addition, the absence of regular cost-of-living increases in Head Start programs may considerably undermine the gains achieved in recent years.

Child Care Development Fund (formerly the Child Care and Development Block Grant)

The Child Care Development Fund (CCDF), effective October 1 1996, represents a turning point in federal child care investment. Formerly known as the Child Care and Development Block Grant (CCDBG), the CCDF is a federal block grant to states which combines the CCDBG and Title IV-A (AFDC-related) child care funding streams. CCDBG standards apply to the whole of CCDF-funded services and programs, which include minimum health and safety guidelines and a requirement that states spend a

minimum of four percent of the CCDF on activities to improve child care quality. While the language of the new statute offers states considerable flexibility in seeking to improve child care quality, neither compensation nor training are specifically mentioned in the regulations.

A decline in federal dollars for child care in general may discourage some states from quality-related activities. Although the total federal expenditure on child care services has increased, the sharply increased demand due to work requirements for welfare recipients will inevitably result in reduced per-capita support for child care. But while states may be constrained by the availability of federal dollars, they are allowed and encouraged to continue their current quality improvement activities.

Even more significant is the shift in reimbursement rate policy. Whereas under Title IV-A regulations, states were required to reimburse providers at no less (and no higher) than the 75th percentile of market rate for services, states now have no obligation to maintain this standard. The CCDBG requirement that states pay differential rates for types of care and ages of children is no longer in place. States now have discretion in this matter, which could lead to a serious decrease in reimbursement payments in some areas. Reimbursement rates are the single greatest determinant of compensation for center-based staff and other providers of subsidized services.

Compensation-Linked Training Initiatives

Increased training for teachers and providers has long been held out as the primary vehicle for professionalizing the field of early care and education. This definition reflects a commonly-held belief that wages are low in the field and turnover high, primarily because caregivers are insufficiently trained. This formulation may be true for some staff, but for the majority, an associate or even bachelor degree in early childhood education or a related field does not reliably lead to an adequately-paid position with benefits. Research has shown that many well-trained and educated teachers and providers leave the field because they have found so few financial rewards there (Cost, Quality and Child Outcomes Study Team 1995; Whitebook, Howes, and

Phillips 1990). While salary increases alone will not secure a skilled and stable work force, training alone is not likely to be a cost-effective use of funds to improve child care quality, either, in light of persistently high turnover rates among well-trained teachers and providers. Happily, a growing number of programs are intent on tackling both sides of the dilemma and a variety of initiatives have developed to offer financial reward to teachers and providers as they pursue training and education.

Teacher Education and Compensation Helps (TEACH), North Carolina

TEACH is a statewide program, begun as a pilot project in one North Carolina county in 1991, that supports higher education for child care teachers and providers while countering the impact of low wages on turnover. The TEACH Early Childhood Project, administered by the Day Care Services Association, coordinates a variety of scholarship opportunities under one umbrella for people working in regulated child care centers and homes. While TEACH rewards training and education at all levels, most participants are new to the child care field and see an immediate benefit. Participants receive scholarships to offset the cost of earning a North Carolina Child Care Credential or CDA credential, completing course work toward an associate or bachelor degree in early childhood education, or becoming an Early Childhood Model/Mentor Teacher. When they reach their goal, participants receive either a salary increase of three to five percent or a one-time salary bonus. Furthermore, in order to receive a salary increase, center-based teachers are expected to remain in the program they started in for at least one year. Turnover rates have declined significantly in North Carolina, at least in part as a result of TEACH's efforts. The program has received consistent support from the state legislature and its funding was recently reauthorized at $1.3 million for fiscal year 1997.

TEACH confronts a number of challenges in trying to upgrade child care compensation and training in the state. North Carolina child care licensing requires no pre-service training for teachers or assistants and center directors need only two years of experience in early childhood education. The average hourly wage for an assistant teacher in the state in 1993 was $5.03 and $5.61 for a teacher. Many teaching staff,

directors, and providers participating in TEACH receive their first early childhood education units through the program and many stop once they have received a state teaching credential. Among those who stay with the program for five years, gradually accumulating units, TEACH has found average wage increases of 30 percent, an increase beyond what the program requires. Yet because child care salaries are so low in North Carolina, a 30-percent increase elevates the average hourly pay to only $6.53 for an assistant or $7.29 for a teacher. Nonetheless, a number of states impressed with the achievements of TEACH, including Florida, Georgia, and Illinois, are now replicating the model and projects in Colorado and New York are scheduled to begin by the end of 1996.

Child Care WAGE$, Orange County, North Carolina

Another initiative funded by the state of North Carolina, Smart Start, is built on the assumption that state- and community-level public/private partnerships can address the specific needs of children and families, including access to high-quality, affordable child care. Smart Start is overseen by the North Carolina Partnership for Children and local county partnerships administer their own community-based initiatives. Orange County's Smart Start partnership supports a compensation-linked training initiative called Child Care WAGE$.

Like TEACH, WAGE$ is designed to offer preschool children more stable relationships with better-educated caregivers by rewarding teacher education and years of tenure. But while TEACH is a broad-based initiative available to all members of the child care work force seeking to improve their education, WAGE$ particularly targets salary increases to experienced, well-trained caregivers whose salaries do not reflect their level of educational attainment. Any teacher or provider earning less than $10.32 per hour and any director earning less than $12.90 per hour, may be eligible. Center-based staff must work in an Orange County center that is licensed, NAEYC-accredited and/or registered and have some formal child care credential beyond a high school diploma. A teacher, director or provider who has completed a B.A. or B.S. in early childhood education or child development is eligible for an annual supplement of

$1,250. One half of the supplement is paid after the worker completes six months of tenure at an eligible program and the second half is paid at the end of the year. For caregivers who earn a North Carolina Child Care Credential, the annual supplement is $200. Smart Start partnerships in other North Carolina counties may opt to run similar programs in the future.

Wisconsin Quality Improvement Grant Program

The Wisconsin Quality Improvement Grant Program began in 1992 to help centers and family child care providers improve the quality of care through staff training and retention strategies. The program was developed against a backdrop of a decade of survey findings revealing that child care teaching staff and family child care providers earned very low incomes and had extremely high turnover rates. With an annual budget of about $1.5 million, funded through the Child Care and Development Block Grant, the initiative supports child care programs that seek to improve quality by undergoing accreditation, promoting teacher training and raising compensation. Programs must certify to the state that they have a plan to improve compensation and reduce turnover. Strategies to improve compensation have included the provision of bonuses to teachers and providers who increase their level of training or education. Licensed child care programs can receive up to four years of quality improvement grants. The Wisconsin child care administrator estimates that between 15 and 20 percent of the program's funding has been committed to improving staff compensation.

Between 1992 and 1996, 340 centers and 133 family child care providers participating in the program received over $5 million. Thirty-one percent of participating centers and 43 percent of family child care providers have achieved accreditation within three years of receiving their initial grant. Once programs meet a certain level of quality, as measured by accreditation, they can reapply indefinitely to receive staff retention grants to augment salaries. It is expected that this program will continue as Wisconsin begins its new welfare initiative, Wisconsin Works, concurrent with the new federal welfare statute. Wisconsin policymakers regard the grant program

as an integral part of child care capacity-building to meet the increased demand for child care as a result of welfare reform.

Provider Merit Pay Awards, Montana

This incentive program, developed by the Montana State University Early Childhood Project (MSU), rewards teachers and providers who complete an approved training plan, set by the state's Child Care and Development Block Grant task force, with Provider Merit Pay Awards of $250. A caregiver must work at least 20 hours per week with young children in a child care setting in order to be approved by a committee of early childhood professionals, parents, and child care providers selected by the task force. A training plan is submitted by the provider in the fall for approval by the committee and the caregiver must complete the training plan by September of the following year in order to receive the award. Block grant funds have served about 100 caregivers in each of three years of the program. MSU has also convened an early care and education career development task force and is formulating a career development plan.

Mentoring Programs

Mentoring programs offer experienced caregivers and directors new encouragement to remain in the field by helping them learn to share their skills with others and grow in the profession. By creating a new step on the child care career ladder that is ideally rewarded with improved compensation, by addressing a serious shortage of on-the-job child care training and by emphasizing excellence in daily practice, mentoring programs have been instrumental in stemming staff turnover and enhancing program quality for young children and their families. Mentoring also offers novice caregivers (often called "protégés") a practical and supportive way to learn and to overcome the many hurdles of the critical first years on the job (Whitebook and Bellm 1996).

While mentoring programs generally share a desire to increase teacher and provider compensation, they have had varying levels of success in achieving this goal. The programs described below have made important strides in rewarding mentor teachers financially.

California Early Childhood Mentor Teacher Program

The California Early Childhood Mentor Teacher Program (CECMTP) has successfully been rewarding teachers' increased skills and training with higher compensation since it was founded in 1988 as a pilot program at Chabot College in Hayward. Now operating at 29 community college sites statewide, the CECMTP is the largest program of its type in the country. The CECMTP was designed with two broad objectives: to support and retain experienced teachers and in the process, to enlist them in training novice caregivers. To address these two objectives, the program selects experienced child care teachers and provides them with advanced training in adult learning and supervision. Having completed the training, these teachers can apply to become mentors who then earn an average stipend of $1,000 per year for using their classroom as an environment or practicum to train student teachers. The mentors supervise the students to link child development theory to classroom practice. Mentors also receive ongoing training and support to enhance their own professional development and their efforts to upgrade the quality of services in the community.

The original funds for the pilot program, when it was co-founded by NCECW (then known as the Child Care Employee Project) and Chabot College, were provided by the David and Lucile Packard Foundation and United Way. In 1991, contributions from eight private funders helped to expand the program to nine additional community colleges and in 1992, CCDBG funds became available to further expand and support it. The statewide program is now administered by Chabot College, with NCECW collaborating to document and assess its efforts.

A 1994 evaluation by NCECW identified a number of important contributions the program has made. The CECMTP, for example, has succeeded in attracting a pool of

highly-qualified veteran teachers to serve as mentors to early childhood education students. Thirty-nine percent of mentors had a bachelor degree or higher at the time of their participation in the program and the reported turnover rate for mentors was only 10 percent, less than one-third of the average turnover rate among child care teachers statewide. Mentors were more ethnically and racially diverse than were community college faculty. Through the CECMTP, mentors were found to improve their self-esteem, form new skills in working with other adults, and renew their commitment to their profession. Although many of the mentors had reached the top of the teacher wage scale at their centers, the CECMTP offered them additional compensation in recognition of their new skills, effectively adding a new step of professional development in their teaching careers (Whitebook and Sakai 1995).

Minnesota Child Care Apprentice/Mentor Program

The Minnesota Child Care Apprentice/Mentor Program (MCCAMP) is a pilot effort that prepares mentor teachers to work with novice, low income child care workers to increase their skills. Mentors and apprentices (protégés) alike receive added compensation for increases in education and demonstrated skills. Begun in 1993, the program offers mentors a stipend of $2,080 over two years, as well as partial reimbursement of tuition for course work on adult development, leadership, and mentoring skills.

Apprentices' training consists of working in a center 30 to 40 hours per week for two years under the supervision of a mentor and meeting weekly with the mentor for a two-hour conference. Upon successful completion of the two-year apprenticeship, the trainee has earned 30 college credits in early childhood development, is qualified as a head teacher under Minnesota licensing guidelines, receives assistance in job placement if needed and is guaranteed a wage subsidy. Participating centers agree to pay a minimum salary of $8.00 per hour to apprentices who have completed the program.

MCCAMP is supported by Hennepin County discretionary funds targeted to help low income residents gain better-paying employment. The County funds, drawn

from residential property taxes, pay for participants' college tuition, evening child care, transportation, and wage upgrades. At the end of the program's first two-year cycle, ten of the twelve apprentices had been placed permanently in the centers where they began their training and two moved on to advanced positions in other centers.

The Milwaukee Early Childhood Mentor Teacher Program

The Milwaukee Early Childhood Mentor Teacher Program (MECMTP) selects qualified caregivers in child care centers and family child care homes who then enroll in a two-credit seminar to prepare them for their new mentoring role. Protégés from both centers and family child care homes also complete applications which are scored by a selection committee. After mentors and protégés have been matched, they enroll in a three-credit course which structures and enhances their one-on-one work. During the semester they are involved in the program, mentors receive a stipend of $500 to cover tuition costs and related expenses. Protégés are reimbursed for tuition, provided they receive at least a B grade and receive a grant of $150 for classroom materials. Once center-based mentors and protégés have completed the program, their directors are required to increase their wages and family child care providers are encouraged to raise their rates. The program is funded through the Wisconsin Department of Health and Human Services, as part of a program of Child Care Technical Assistance and Training Grants. In 1994-95, the program budget was $83,000.

With the onset of Wisconsin Works, the state's welfare reform plan, the program has been reauthorized for funding, but unfortunately, it has been redesigned in line with a mentoring program in Fond du Lac County—part of the state's pilot welfare reform initiative, Work Not Welfare—which did not have specific compensation initiatives built into it. Provisions are in place to recruit former welfare recipients as teachers and providers to help fill the greatly increased demand for child care.

Priority for placement in the Milwaukee County program will go to welfare recipients in work experience or community service programs. The ultimate impact of state welfare reform on this mentoring program has yet to be fully realized, but the

move to place welfare recipients into child care training is likely to be a growing trend in mentoring programs around the country. If this is the case, compensation for mentors and stipends for protégés will be more vital than ever for such a trend to succeed.

Loan Assumption Programs

Loan assumption or forgiveness programs are designed to alleviate the burden of higher education costs on child care teachers and providers. Insofar as better-educated teachers and providers can gain modest salary improvements from earning an associate or bachelor degree, loan assumption programs indirectly contribute to better compensation.

Recognizing that training can be costly for child care workers earning low wages, the Pennsylvania legislature has funded a program to offset the expense of child care-related higher education. For those who qualify, the loan forgiveness program is a major form of financial assistance and an important incentive for training. Pennsylvania child care teachers and providers with degrees in early childhood education are eligible to receive up to $2,500 per year in loan forgiveness, with a maximum four-year total of $10,000. To be eligible, a teacher or provider must be certified and earn less than $18,000 per year. Since funds for the program are limited, a lottery system chooses recipients from a fairly large pool of eligible graduates, about 10 percent of whom are currently served. A graduate needs to re-apply for the program each year and is not guaranteed four years of loan forgiveness. Currently, the Pennsylvania legislature has allocated only $100,000 for the program in fiscal year 1997.

California's Child Development Teacher Loan Assumption Program (CDTLAP), which began in 1992 with an annual budget of $200,000 from the State Department of Education, was developed to support the recruitment and retention of well-trained child care staff. Candidates for a loan assumption of between $2,000 and $4,000 must achieve an instructional or supervisory Children's Center Permit and be employed for a year in a center serving children of low income families. Due to a small number of

qualifying applicants, the Department of Education cut program funding in half between fiscal years 1993 and 1995.

With the goal of making the program more attractive and accessible to early childhood education students and center staff, the Student Aid Commission, the agency responsible for administering CDTLAP, collaborated with child care advocates and community and state college faculty in 1995 to redesign it as a grants program, in addition to developing new promotional materials and marketing strategies. A bill revising the original legislation to transform the loan assumption to a grants program was drafted and introduced as legislation during the 1995–96 year, but defeated in the fiscal committee of the State Assembly. The program therefore continues in its original form and to date, only two participants seeking a supervisory permit and 12 seeking an instructional permit, have qualified for loan assumptions.

Pennsylvania's program has had no problem identifying degreed staff with outstanding loans interested in cutting their loan debt, whereas in California a comparable program has not been able to arouse sufficient interest. Publicity and outreach about CDTLAP have probably been insufficient to target eligible students and graduates and the eligibility criteria are narrower in California than in Pennsylvania. (Only students pursuing Children's Center Permits and employed in qualifying centers, are eligible in California, whereas most low-wage-earning graduates in Pennsylvania qualify.)

Reimbursement Rate Improvements

The level of state reimbursement to child care centers and providers that care for children of low income families greatly influences caregivers' earnings. Low rates depress a child care program's revenue sources and in turn deplete its available resources to compensate teachers and providers. A number of states have sought to address this pervasive problem by raising reimbursement rates. Some have linked higher rates to standards of better-quality care. While increased reimbursement rates do not necessarily translate into higher wages, they do have the potential to serve as an

incentive for programs to improve their quality of services. As noted earlier, the new welfare law no longer requires states to reimburse at the 75th percentile of market rate, but states can maintain this funding level or set higher rates at their own discretion.

In addition to the states described below, Arkansas, Minnesota, Vermont, and Wisconsin all offer higher reimbursement rates to programs that have achieved accreditation. It must be noted, however, that programs which undertake accreditation without concomitant improvements in staff salaries cannot necessarily deliver on the promise of high-quality care. In particular, a recent review of accreditation found that even though many accredited centers achieve higher oberved quality, staff tenure is no higher in these programs than average in the community. (Whitebook 1996).

Massachusetts Fair Rates Initiative

The Massachusetts Department of Social Services recently announced that it will dramatically increase payment rates to child care centers and providers offering subsidized child care services. The new law directs programs to use these rate increases on child care staff and provider compensation. The state budget for fiscal year 1997 budget earmarks a total of $25 million for rate increases for child care centers and family child care homes. All providers whose rates have been frozen since 1989 must receive a rate increase and providers with the lowest current rates will receive the bulk of the increase. The new funding is due in large part to years of effort by groups such as the Massachusetts Association of Day Care Agencies and the Fair Rates Coalition, and a legacy of activism which led to temporary wage-scale increases in subsidized child care programs during the mid-1980s. Beginning in 1986, more than 15 million dollars was spent to upgrade salaries in Massachusetts over three years, according to state recommended salary ranges. Center based teaching staff salaries increased by 32 percent and family child care providers gained 41 percent in earnings.

Although there is no system of enforcement in place in Massachusetts to ensure that programs will translate rate increases into better salaries, the enthusiastic participation of program administrators throughout Massachusetts in the Fair Rates

Coalition suggests that much of the funding will enhance salaries. The Coalition viewed improving salaries and in turn retaining staff and building program quality, as key objectives of their campaign. Due to the relatively high percentage of state-subsidized programs in Massachusetts which are unionized, it is also likely that staff needs will be well represented.

Louisiana

Since 1992, Louisiana has operated a statewide program through which subsidized child care centers earning NAEYC accreditation can receive a quarterly "quality incentive payment." The payment is calculated by taking 10 percent of the total child care reimbursement received by the center in the previous quarter from CCDBG and Title IV-A funds and programs can continue to receive the quarterly payments as long as they remain accredited. Louisiana tracks accreditation status through the following process. Once the NAEYC accreditation certificate has been received by the state, the "ending date" on the certificate is entered into the state database and the state also requires centers to submit evidence of their accreditation or renewed accreditation status. This information is verified through a database check before quarterly payments are made. As of May 1996, 38 programs in Louisiana were NAEYC-accredited.

North Carolina

Through the statewide initiative Smart Start, described above, child care centers that achieve North Carolina "AA" accreditation (a level above the state's minimum standards, yet well below NAEYC guidelines) are eligible for higher reimbursement rates. County partnerships can decide whether or not to pay higher rates and determine what the differential would be. Mecklenberg County, in particular, has chosen to use higher reimbursement rates specifically for improvements in staff compensation. As of September 1996, North Carolina also reimburses all child care centers at 110 percent of the market rate if they achieve AA accreditation.

Center-based Programs and Initiatives

Even in a prohibitive child care funding environment, centers and local governments can develop their own methods to improve caregiver compensation. Several case examples follow.

Childspace Management Group, Inc., Philadelphia, Pennsylvania

Childspace Management Group, Inc. is a worker-owned cooperative whose member-owners staff two child care centers in economically and ethnically diverse neighborhoods of Philadelphia. The worker cooperative was started in 1988 to create opportunities and incentives for child care workers to take responsibility for delivering high-quality services for children. The employee-centered work culture and the presence of a collective decision-making process have helped increase staff commitment to the program.

Childspace teaching staff earn fairly typical child care salaries, but these are supplemented with a generous benefits package: full-time staff (working 30 or more hours per week) receive full family health coverage and full-time child care for one child. Part-time staff (employed 15 to 29 hours) receive full individual health coverage, a benefit virtually unheard-of for part-time workers in any profession.

As the cost of purchasing benefits increased for Childspace in 1992, a ten-percent staff co-payment was introduced by cooperative members. This difficult decision was viewed as preferable to cutting the benefits of the part-time workers, who make up nearly 50 percent of the staff. The benefits plan is also flexible: staff, for example, can opt for child care for more than one child, or for a yearly bonus, if they already receive health coverage from another source. The average annual cost of these staff benefits is $4,675. As the program has grown through enrolling more children and establishing a second site, some economies of scale in bookkeeping, administration, commercial contracts and benefits have allowed the centers to operate more efficiently. Childspace has also benefited from some private foundation funds to support its contribution of

better-paying jobs to low income urban communities and its emphasis on high-quality child care.

Most recently, in collaboration with members of the Bay Area child care community and the General Services Administration, Childspace is developing a new worker-owned cooperative center in Richmond, California, modeled on the Philadelphia center. The program opened in September 1996.

The Business/Child Care Partnership, Seattle, Washington

The Business/Child Care Partnership, a cornerstone recommendation of the Seattle Child Care Staffing Task Force, encourages the contributions of Seattle businesses to child care programs committed to improving compensation. The director and sole staff person of the program, which is part of a Seattle child care resource and referral agency, has dedicated himself to increasing business leaders' awareness of the importance of child care quality for their employees. To date, 27 programs in the Seattle area have been paired with businesses that have made direct contributions of materials, funds, and expertise. A small consulting firm, for example, has granted paid release time to its business manager to train child care center directors in financial management and accounting. In one center, the training resulted in a financial reorganization and marketing plan that allowed the director to grant raises to all employees. A large employer in Seattle donated a copy machine to a center, which allowed the center to use funds previously budgeted for copying to improve staff salaries. At the end of the first year of the program, a total of $22,000 in wage increases was reported by participating centers. In the current, second year of the program, the goal is $36,000 in wage increases. The Business/Child Care Partnership's annual budget is $47,000.

While the Partnership's program director is encouraged by the contributions of Seattle businesses, he cautions that these contacts and relationships between business and child care need to be actively nurtured to ensure their continuation. Many businesses, in his view, are willing to make a one- or two-year commitment, but

without significant encouragement and follow-up, are often unable or unwilling to commit staff or other resources to a longer-term project.

Unionization

Unionization is an important strategy for securing higher compensation for child care teaching staff. Yet nationwide, only four percent of the center-based child care work force participates in a collective bargaining unit or union. The majority of unionized child care workers nationally, as in California, are employed in the subsidized sector. A number of challenges present themselves to those who would like to unionize more child care work places. The typically small staff size of child care centers, along with higher than average staff turnover, can make it difficult to organize a collective bargaining unit and most centers—apart from regional or national for-profit child care chains—lack significant revenues that can be made available for staff compensation. It is notable, too, in this regard that several for-profit child care chains have invested considerable funds in a variety of efforts to discourage unionization. Several labor unions, however, have shown a growing interest in organizing lower-wage service-sector employees (Morin 1991).

In California, compensation and staff retention at unionized child care programs have been found to be significantly better than in the non-union sector. In a 1995 study of Los Angeles County child care staff (Burton, Whitebook, and Sakai 1996), unionized teachers earned significantly more ($10.30 per hour) than their non-unionized counterparts ($6.98 per hour). Turnover among assistant teachers in unionized programs was found to be 3 percent per year, compared with 26 percent in non-union programs; teachers in non-union programs left twice as often (18 percent annual turnover) than unionized teachers (8 percent).

Health Care Coverage

There has been much discussion within the California child care community about the importance of improving child care workers' access to health care

benefits—an initiative that could boost the compensation of a broad sector of teachers and providers. As in other states, only a small minority of California child care center teaching staff receive fully-paid health insurance from their employers. Child care work, however, involves significant occupational health risks, including repeated exposure to infectious disease, as well as back injuries from stooping and lifting and medical conditions can easily worsen when caregivers delay or forego treatment. Because most child care teachers and providers are women of child-bearing age, the need for maternal health care is also significant. But lacking broad-based state or national health care reform, most child care programs need assistance to secure affordable health care coverage for their employees. Children Now, a California advocacy group, is developing a proposal to cover the uninsured children of working families in California. Many children of child care workers would potentially be affected by a program of this kind. Children Now is also considering including uninsured child care workers in their target group.

Wayne County Health Choice, Wayne County, Michigan

Wayne County Health Choice is the first program of its kind in Michigan and perhaps in the nation. It offers baseline HMO-like health care coverage to low-wage employees of child care centers as well as restaurants, beauty salons, and other employers that traditionally do not offer medical benefits. It is designed to help hospitals cut costs by reducing the number of uninsured people who are treated at emergency rooms and are unable to pay their bills. Health Choice is available only to businesses in the county which have not offered health care benefits during the preceding 12 months, have at least five employees and pay an average wage of less than $10 per hour. Employees, employers, and the county each pay one-third of the insurance cost, which for a single person is $114 monthly or $38 per party. The monthly cost for an employee with three or more dependents is $330 or $110 per party. The program began in May 1994, and costs nearly $3 million per year. Of the county's share, $800,000 comes from state and federal Medicaid funds, and the county itself contributes $150,000 per year.

Health Maintenance Organizations (HMOs), California

In discussions with the Child Development Policy Advisory Committee (CDPAC) and the National Center for the Early Childhood Work Force, several California-based HMOs are currently examining the feasibility of offering free or low-cost health insurance to selected California child care programs for a two-year period. The proposed pilot program has been envisioned as a way to link improved benefits for center staff with increased recruitment and retention. Some HMOs already have a time-limited "bridge program" to assist fee-paying members who, because of loss of job or spouse or other calamity, are unable to afford the premium. Child care programs which demonstrate a commitment to purchasing benefits for employees at the end of the assistance period would be given preference in selection. It is proposed that center directors and staff representatives participating in the pilot would work together with other centers and organizations to develop financing for a health insurance plan that would continue once the HMOs' commitment to the center ceased. Health benefits to staff could significantly reduce turnover, leading to savings in advertising, staff orientation, training, and administrative time.

Direct Action for Rights and Equality (DARE), Rhode Island

After a four-year campaign, the Providence-based grassroots organization DARE secured an unprecedented commitment from Governor Lincoln Almond and the Department of Human Services and finally the passage of state legislation, to provide health care insurance to family child care providers who lack coverage. Under the new law, providers who care for children as part of the state's welfare-related Pathways or Low-Income child care program and who are not covered by other health insurance, are classified as state employees and become eligible for Right Care, the state employee health program. The insurance plan is scheduled to become available to providers in January 1997.

DARE estimates that about 150 providers will be eligible; these providers currently receive such low payment for the children in their care that most of them live

well below the poverty line. DARE estimates a maximum total cost to the state of $644,000 per year, but because the plan represents significant savings to the state in Medicaid, welfare, and hospital costs, as well as an investment in more stable, high-quality care for low income families, the final cost should be significantly lower.

Emerging Initiatives

Reducing Staff/Child Ratios to Increase Compensation

One proposal that has been offered recently as an answer to higher wages has been to relax staff/child ratios in child care programs. Pennsylvania child care administrators, for example, have suggested increasing the number of children cared for by one teacher from 10 to 11. These administrators argued that the cost savings of reducing staff/child ratios could be a source of funding for above-average salaries and benefits of head teachers with B.A. degrees, who could use their skills to care for more children. In this model, assistants would probably earn substantially less and operate as part-time temporary workers. Recent research indicates, however, that child care quality is significantly compromised when ratios are worsened, regardless of the head teacher's level of training (Howes 1996). Although many states may be tempted to relax ratios as a method of financing expanded child care services, it appears that to do so under any circumstances would harm the quality of care that children receive.

Director Training

A number of efforts around the country are focusing on making directors better managers of organizations by giving them skills in the areas of budget planning, marketing, personnel policies, and employee benefits. The assumption underlying these programs is that with additional skills and information, directors and their staff will be able to maximize revenue and economize through better management practices and economies of scale. Theoretically, centers could then use these funds to improve compensation in addition to other needed improvements. Project Organizational Quality (POQ), co-sponsored by the Greater Minneapolis Day Care Association, the

Early Childhood Directors Association, and Resources for Child Caring, was a three-year program of this type that demonstrated some gains.

POQ worked with 20 target centers over three years to generate funds to improve staff wages, benefits, and working conditions. An evaluation of the program found that budget surpluses increased in each of the three study years at target centers, whereas surpluses decreased all three years in control centers. Improvements in wages were greater at target centers than under market conditions, particularly among lower-income caregivers. Eligibility for benefits increased at target centers, particularly among lower-paid employees, while it decreased at control centers. These improvements in compensation were not made at the expense of staff/child ratios, which improved overall at target centers while they remained steady in control centers.

In addition, NCECW will be conducting director training related to managing staff turnover in the Bay Area beginning in fall 1996. Typically, however, director training is not focused directly on helping improve staff compensation. Facilities funders in child care, for example, have viewed it as a way to help directors undertake long-term financial planning to upgrade facilities and other capital improvements. Another current effort is a move to develop a director credential, which could theoretically be awarded, in part, as a recognition of a director's skills in financial management. The main limitation of director training as a strategy to improve compensation is that programs that lack sufficient financing will likely realize only very modest increases in revenue.

Other Efforts in California

Two efforts in California that have sought to improve child care jobs should also be noted. Pacific Oaks College, in collaboration with members of the California child care community, is developing a Personnel Registry, a voluntary system of professional recognition that would assist teachers and providers in tracking their educational background and ongoing professional development activities for use in a job search. The information might potentially be stored in a central data base that would provide

valuable information to researchers and policymakers concerned with the child care work force. Improving Working Environments in Child Care, another Pacific Oaks initiative, offered participating directors and teaching staff a forum in which to discuss the characteristics of a work environment that were most important to them, as well as helpful advice from trainers facilitating the meeting. Adequate compensation, along with an array of other characteristics of the child care work environment, emerged as a crucial aspect of the work environment for most participants.

Financing Child Care Quality

Efforts to improve child care compensation by creating incentives for training, increasing reimbursement rates, or building local funding and partnerships, are part of the answer to improving child care jobs and services. But to make widespread and lasting investments, the entire child care delivery system requires additional funding. Recognizing the need to increase and coordinate state funding, California, Colorado, Hawaii, Indiana, Minnesota, and Washington are notable for having begun to take steps toward developing new statewide financing systems for early childhood education. Their efforts, while diverse, are all based on the assumption that new funding sources are needed to meet the demand for quality child care. As funding decisions shift to the state and local levels, policymakers in these states recognize that they must be prepared both to identify new sources of funding and to make reasoned decisions to ensure access and quality of services (Gomby and Krantzler 1996; Mitchell and Stoney 1996).

Even when policymakers and advocates recognize the need for additional child care funding and coordination, it is not a foregone conclusion that investing in compensation for child care workers will be a high funding priority. Among the states mentioned above, only California, Minnesota, and Washington have explicitly adopted the goal of financing improved compensation as a component of the full cost of child care quality. The policy initiatives being discussed in these states center around increasing employers' contributions to employees' child care costs, raising child care costs for affluent parents, and increasing government and community contributions. Each of the three states is also engaged in conducting research to support its policy

proposals and recognizes the importance of increasing public awareness of the need for affordable, high-quality child care with adequate compensation for caregivers.

Conclusion

All of the initiatives described in this report point to the need for more coordinated, well-financed efforts at the state and national levels to address the typically very low wages of child care teachers and providers. But while it may be tempting to believe that little can be done without sweeping changes in financing, these initiatives demonstrate that many groups across the country, large and small, have found the commitment and vision to do something significant about child care salaries and benefits. As we move forward in California, however, it will be important to keep the following sobering facts in mind:

- As welfare reform creates a large increase in the pool of workers available to take child care jobs, wages in the field could be driven much lower than they already are. A new report (Mishel and Schmidt 1996) predicts that despite the recent increase in the minimum wage, low-wage workers in California are likely to experience an average wage *decrease* of $1.00 per hour.

- Without sufficient provisions for specialized training and assistance in job placement, former welfare recipients moving into child care jobs will be among the least likely to provide appropriate caregiving. Such workers are also likely to leave the field soon, primarily as a result of poor pay and because the job of caring for young children is considerably more difficult without adequate preparation.

- A significant number of child care teachers and providers with a bachelor degree or more may move into elementary and secondary school jobs in public school districts because of the current surplus of jobs there. With much higher compensation packages, as well as smaller class sizes

mandated by the state, K-12 teaching opportunities are quickly becoming more attractive to qualified members of the child care work force.

This combination of turnover among the best-trained workers and an influx of new, untrained workers under welfare reform, could have devastating effects on the overall quality of child care services. As a result, policies to improve child care compensation will never be more urgently needed than in the coming period. The models presented here have been designed to counter the impact of poorly-paid child care jobs and low quality services on California's children. Ideas for the application of these models to the state of California are presented in the following chapter.

Chapter 6.
Recommendations And Conclusion

Introduction

The policies described in the previous section of this report suggest several promising approaches to countering the impact of poorly-paid child care jobs and low-quality services on California's children. They demonstrate the creative capacity of advocates and policymakers in the face of restricted resources. Our current challenge is to determine which approaches to the staffing crisis are best suited to the California landscape.

Over the past several years, numerous statewide forums have been convened to explore various options. A statewide coalition was coordinated by the California Association for the Education of Young Children and the Child Care Employee Project (now NCECW). Later, a Training and Compensation Task Force was convened by the State Department of Education and the Department of Social Services to make recommendations for the use of quality enhancement funds available through the 1990 Child Care and Development Block Grant (CCDBG). These processes resulted in funding for the expansion of the California Early Childhood Mentor Program, the development of the Teacher Loan Assumption Program, and the present California Child Care and Development Compensation Study. During periodic public hearings on CCDBG quality enhancement funds over the past five years, calls for strategies to improve compensation have rated high on the list of priorities. Discussion of compensation strategies has also figured prominently in statewide meetings convened by the Pacific Oaks Advancing Careers Project, and joint meetings sponsored by the

Worthy Wage Campaign, the California Association for the Education of Young Children, and the Quality, Compensation, Affordability Task Force.

Most recently, the advisory group for the California Child Care and Development Compensation Study met in September 1996 to review models and recommend appropriate strategies for addressing child care compensation in California. (See list of participants at the end of this report.) At this meeting, state- and community-level policymakers, child care teachers and providers, trainers, economists, and other advocates examined the alternatives. The group sought to define their goals and values by debating three basic questions:

1. Which persons or positions, in which sectors of the child care work force, will be targeted to receive improved compensation as a vehicle to improve quality?

2. What kinds of performance and/or service will the program be designed to reward?

3. Which method to improve compensation will be most feasible with available resources, and most effective for different sectors of the work force?

The principles described below summarize the stakeholders' discussion. They reflect a high degree of consensus, and bear striking resemblance to outcomes that have emerged from previous forums on child care compensation. Following the principles, specific action steps suggested by the advisory group are described.

Principles to Guide Development of Compensation Initiatives in California

Family child care providers and center-based staff—as well as the children, families and businesses that depend upon them—suffer the consequences of inadequate compensation, whether they are employed in fully or partially subsidized, for-profit or nonprofit, large or small settings. Improvements in compensation are therefore needed, with few exceptions, across all sectors and for all positions in the delivery system. At the same time, expanding job opportunities in the public schools for persons with college degrees threaten to drain the early care and education field of its most qualified caregivers. These public school opportunities are unfortunately coinciding with an urgent need in the child care field for highly skilled practitioners who can help train the increasing numbers of workers entering jobs without any professional preparation—at a time when children's and families' needs are increasingly complex. The stakeholders therefore emphasized that any strategy to improve compensation should be designed both to provide concrete incentives to retain skilled practitioners, and to encourage novices in the field to invest in their early care and education careers.

Recent changes in child care policy resulting from federal welfare legislation provide potential obstacles and opportunities for improving compensation. On the one hand, while the legislation provides additional child care funds, at least initially, the anticipated increase in demand for services resulting from new work requirements for welfare recipients could easily outrun these expanded resources. Because of the labor-intensive nature of child care services, any increased pressure to provide more services without sufficient funding could only translate into worse pay for caregivers and lower-quality services for children. On the other hand, the new law provides states with maximum flexibility in designing their child care systems and makes available additional, if time limited, quality improvement funds. California has already received several million more dollars than anticipated, a portion of which can and should be targeted to improving child care jobs.

These changes create a suitable environment for bold new approaches to the persistent child care staffing crisis. The stakeholders urged, however, that not only public funds should be used to improve the quality of child care in the state. They agreed rather that the public contribution should be designed to leverage private employer and philanthropic dollars to the under-financed child care system, and that compensation initiatives should be crafted to maintain and maximize current investments by the child care industry. The call for investment from all segments of the community reflects the recognition that children and families across the economic spectrum experience mediocre- to poor-quality care. The burden, of course, falls most heavily on children of low-income families, many of whom do not qualify for or cannot access subsidized care, yet who stand to benefit the most from developmentally appropriate early care and education opportunities.

Since compensation is inadequate across all sectors of the California child care delivery system, the stakeholders refrained from embracing any single approach to improving it, but rather preferred a multifaceted, flexible approach that could eventually lead to a comprehensive long-term strategy. The panel recognized that even if all the additional child funds available to California under the new federal policy were to be used for raising compensation—an unlikely scenario given the many demands on these funds—they would be insufficient to benefit all child care workers.

The stakeholders therefore recommended that a number of initiatives be designed to reflect a variety of models for addressing compensation. The pilot projects described in this report offer particular advantages: 1) they are suited to time-limited funding, at least initially; 2) they provide an opportunity to test the efficacy of a particular policy before it is implemented statewide; and 3) they take a proactive stance toward tackling large problems even with limited resources, rather than refraining from taking any action because resources are insufficient. Stakeholders agreed that the ultimate goal is a more comprehensive strategy for financing and improving child care jobs and services. They recognized that such an undertaking will require greater public demand for and understanding of quality early care and education services, and recommended that all initiatives include a strong public education component.

With these considerations in mind, the committee recommended developing compensation initiatives in California that:

- stimulate public awareness of the importance of child care services and jobs, and the link between qualified and adequately compensated caregivers and beneficial outcomes for children
- generate data about the effectiveness of different approaches and their potential for replication or expansion
- galvanize stakeholders within and beyond the child development community to address the inadequacies of current services for children
- encourage the retention of teachers, providers, and directors who have made a commitment to their child care careers through education and training
- promote the pursuit of and reward for professional preparation among those just entering the field
- meet the particular characteristics of different sectors of the delivery system
- create opportunities for local communities throughout the state to participate
- encourage private as well as public participation in solutions
- equalize access to high-quality services among children from all economic backgrounds

In the following section, recommendations are grouped around four major approaches to addressing child care compensation and the related staffing crisis:

- linkages between training and increased compensation
- expansion of health coverage
- grants programs and enhancement of program reimbursement rates
- public education

Two types of recommendations are offered. Some involve actions by the Superintendent of Public Instruction, the Office of the Secretary of Education and Child Development, the Department of Social Services and/or the California State Legislature. Others are programs to be undertaken by local planning councils or other independent agencies, and would involve a contract bidding process. The efforts should be systematically evaluated, and the assessment should be used to guide future policy and investments.

Linking Training and Compensation

Purpose

Proposed initiatives are designed to:

- encourage the retention of teachers, providers, and directors in the field who have made a commitment to child development careers through education and training
- promote the pursuit of and reward for professional preparation among those entering the field

- encourage the recruitment and retention of qualified caregivers with diverse language skills
- build public awareness of the importance of a skilled and stable child care work force for children's well being
- leverage private support for improving child care jobs

Background

High-quality child development services require skilled and stable caregivers. Yet low wages often impede the retention of teachers and providers who have pursued specialized education and training in child development or a related field. High staff turnover lessens the quality of many child care services; it also negatively affects new workers entering the field by limiting their opportunities for mentoring from an experienced colleague, and by reinforcing the notion that investing in a child care career carries no financial reward.

Increasing opportunities in public schools for child care teachers and providers with college degrees, coupled with an expanding pool of workers eligible for child care jobs as a result of new work requirements for welfare recipients, threaten to heighten the staffing crisis in child care. Better-educated and trained teachers and providers are predicted to leave the field at an ever-faster pace in the face of these new opportunities, while those entering are likely to receive very low pay and limited encouragement for training—both of which conditions fuel turnover. Further, lack of financial reward discourages those with multilingual skills from pursuing or remaining in child care jobs at a time when their talents are desperately needed. California Tomorrow (Chang et al. 1996) and others (NCECW 1996) have identified the lack of a linguistic match between children and caregivers as a serious problem. Young children and their parents must be able to communicate with caregivers, in order to help children build proficiency in their home languages as a necessary foundation for learning English.

Several research studies (Phillips et al., in press; Helburn 1995; Whitebook et al. 1990), as well as several interventions to improve salaries and training by U.S. Army Child Development Services, Head Start, and the states of Massachusetts and North Carolina (Whitebook 1995; Bellm 1994), underscore the important role that policy initiatives can play in improving child care jobs and programs. The commitment of public funds can make a significant impact on turnover and quality, and can leverage broader community support for better financing of child care services.

The California Department of Education, in collaboration with other state agencies, acknowledges the importance of creating a viable career ladder which encourages and financially rewards professional preparation. Most notably, the California Early Childhood Mentor Program (CECMP) is heralded throughout the country as a model approach to retaining experienced, skilled teachers and providers in early childhood classrooms and homes. Through creating a mentor role, the CECMP recognizes the expertise of qualified teachers and providers, provides them with opportunities to develop professionally, and offers them financial rewards for investing in their child care careers. The program also creates increased opportunities for novice caregivers to benefit from the guidance of a qualified senior colleague. Ideally, the CECMP will eventually become available in every community in the state. Significant strides are being made to expand the program this year to a total of 50 or more college campuses.

Even at full expansion, however, a mentoring program alone cannot solve the child care staffing crisis. Other initiatives linking compensation and training must also be developed to retain experienced, excellent practitioners and to expand the pool of well-qualified newcomers.

Administrative Initiatives

Establish salary guidelines to encourage and inform efforts to improve compensation for the child care work force.

The Advancing Careers Project coordinated by Pacific Oaks College generated a new career matrix for the child development field which links job titles and responsibilities with required levels of education and training. Now that the matrix has been accepted as an educational standard to be adopted by subsidized programs across the state, the next logical step is the development of recommended salary goals for each position. Articulated salary guidelines have been used effectively by U.S. Army Child Development Services and by states such as Massachusetts to determine distribution of salary enhancement funds. Such guidelines, if accompanied by information for programs on how to develop or revise salary schedules, as well as new management strategies, can also stimulate small but important changes in compensation at the program level. Guidelines play a critical role in public education and can help programs garner increased support from parents, businesses, local government, and others concerned about the quality of child care.

It is recommended that the California Department of Education convene an advisory committee of statewide experts on child development services to develop the guidelines and to create and disseminate relevant educational materials. These guidelines will be important to the development and success of the other initiatives outlined in this report.

Estimated timeline and cost

The project should be initiated immediately and completed in six months. Estimated costs of $20,000 would include travel expenses for the committee and creation, production, and dissemination of materials.

Improve data collection on salaries and retention in state-contracted and supported programs.

Tracking the efficacy of quality enhancement investments and assessing changing dimensions of the staffing crisis require reliable data about salaries, benefits, and turnover or tenure. Much of the California data on these topics has been collected and disseminated by non-governmental private agencies. The data currently collected about publicly-funded programs require a review for accuracy, and updating where necessary. Additionally, reporting forms for programs receiving public funds should be revised to ensure that staff salary, background, and tenure data is easily accessible and periodically made public.

In order to adapt the existing state data collection systems in these ways to reliably track salaries, benefits, and turnover on a statewide basis, a necessary first step will be to coordinate the various state data management systems relating to child care and development programs (i.e., data systems of the Department of Education, Child Development Division; Department of Social Services Community Care Licensing; and the Resource and Referral Network). We recommend that these existing databases be evaluated for compatibility, consistency, and complementarity of data elements, database structures, and measures, such that a comprehensive and non-duplicated listing of programs and centers can be developed and maintained. The existing data systems do not easily permit a comprehensive statewide listing of programs (see section entitled, "Sample Selection" in Appendix A, for further discussion about the limitations of the state databases), and as such, their usefulness for statewide monitoring of compensation arrangements and trends is seriously limited. After a thorough, comparative review of these data systems, appropriate steps should be taken to maximize their potential both for providing the information needed by each agency, and for statewide monitoring of child care and development compensation arrangements in order to guide public policy.

Estimated timeline and cost

To be determined by CDD.

Assess retention rates among staff and providers participating in state-funded training initiatives.

Evidence suggests that state investments in training may not deliver the desired goal of higher-quality care because of continual high rates of staff turnover. When teachers and providers participate in state-funded training programs, but do not remain in their jobs or even within the child development field, the benefits of their training are greatly diminished. When North Carolina instituted the TEACH program (Teacher Education and Compensation Helps), which couples training with scholarships, bonuses and/or salary increases, turnover decreased significantly and the state realized a greater return on its investment in training.

We recommend that a group of 50 teachers and providers who participate in the Training Consortium or other state training initiatives be selected to receive a stipend of between $250–$500 upon completion of a three-unit course, in exchange for a commitment to remain in their present workplaces for one year. At the end of the first year, they would receive a second stipend of an equal amount. These trainees would be tracked to evaluate their job tenure over time, and would be compared with a control group of trainees who do not receive the stipend. Stipend amounts could be varied in size and the impact of different rewards can be assessed.

Estimated timeline and cost

Two years, $75,000.

New Initiatives

Develop a pilot program (Retention through Rewards and Recognition, or 3Rs) to improve retention of child care teachers, directors, and providers.

Current funds for the Teacher Loan Assumption Program should be re-directed, and augmented with new quality enhancement dollars, to pilot a new program that more effectively retains and rewards teachers and providers who invest in their careers through formal education in early childhood or related fields.

The Loan Assumption Program was designed to help child care workers defray the costs of their education, and to promote stability by requiring them to make a multi-year commitment to their current child care jobs in exchange for this assistance. The program, however, which was modeled on a similar program for K-12 teachers, did not transfer smoothly to the early care and education community, in which access to loans, among other factors, is poorer. In addition, the program has never been adequately promoted, and as a result, it has been severely underutilized. Nonetheless, a financial rewards program to retain well-educated early childhood personnel is needed more than ever.

The proposed project is modeled after a North Carolina initiative which provides stipends to teachers, providers, and directors who meet certain educational requirements, and who commit to staying in their current jobs for a specified period of time. It also draws heavily on a project implemented by the City of Seattle, which involves securing financial support from the business community to address the issues of child care compensation. The proposed program recognizes the historic underpayment of the child care work force, particularly for those who have achieved higher levels of formal education and who have bilingual skills. It also acknowledges the limited resources that prevent many programs from adequately compensating staff, despite the fact that centers typically devote the majority of their budgets to teaching personnel costs. The initiative also combines a public education and engagement effort with concrete steps to stabilize the work force by seeking to enlist multiple partners in

finding solutions. It is applicable across all sectors of the child care industry, and promotes skill-building for administrators targeted to improving retention.

The 3Rs (Retention through Rewards and Recognition) program would provide stipends to qualified teachers and providers who meet specific educational requirements and who agree to remain on their jobs for no less than one year from enrollment in the program. The stipends would be paid in two installments, the first at six months after acceptance and the second at the completion of one year. Participants could apply for stipends in consecutive years if they recommit to remain on their jobs for an additional year. The program is designed to improve compensation for full-time employees and providers (defined as 30 hours or more per week) working directly with children in classrooms and homes, and/or directors, who:

- have completed a Bachelor's degree or higher in early childhood education or a related field,[1] and who earn less than the equivalent of $13.00[2] per hour
- meet the qualifications of a site supervisor* and earn less than $11.00 per hour
- meet the qualifications of a master teacher* and earn less than $10.00 per hour
- meet the qualifications of a director* and earn less than $15.00 per hour

[1]Although the Child Development Permit Matrix does not recognize the classroom teacher with a Bachelor's degree or higher with a professional title, we include a special category for teachers with more advanced training. Research has shown that teachers with Bachelor's degrees and above provide the highest-quality care.

[2]The average entry-level public school teacher in the primary grades earns approximately $13.00 per hour in most California counties.

*For definitions of education requirements, see the Child Development Permit Matrix.

- meet any of the above criteria and can demonstrate proficiency in a second language spoken by families enrolled in their program.

In addition, centers employing eligible recipients would be required to certify that no less than 60 percent of their operating budget is dedicated to teaching staff salaries, in order to enable employees to access the funds during the first year. If employees seek funds for a second year, center administrators (or family child care providers, if employees are working in a large family child care home) would agree to institute a salary schedule in their program if one does not exist, and/or participate in a three-session management program geared toward helping centers identify ways to reduce turnover and increase staff salaries and assisting providers in business management.

Annual rewards would be distributed as follows.

- Teacher with B.A. or higher in early childhood education or related field: $1,500

- Teacher with B.A. or higher in early childhood education or related field, plus demonstration of bilingual skills in a language relevant to center population: $1,800

- Site Supervisor qualified: $1,200

- Site Supervisor with bilingual skills in language relevant to center population: $1,500

- Master Teacher qualified: $1,000

- Master Teacher qualified with bilingual skills in language relevant to center population: $1,300

- Director: $1,800

- Director qualified with bilingual skills in language relevant to center population: $2,100

3Rs pilot projects would be funded in two communities for two and a half years. Selection would be made by the California Department of Education through a request for proposal process. Start-up funds would be available for no more than six months, and the program would be funded to provide stipends for two years. In order to encourage public-private partnerships and public awareness, the California Department of Education would make funds available to cover program administration over the full course of the project; 95 percent of the reward costs during the first year; and 90 percent during the second year. Communities would be required to raise the matching funds. For each additional percentage of matching funds over 5 percent raised during the first year, and 10 percent during the second, communities would receive an equivalent match from CDD, funds permitting. The project in each community would be mandated to:

- Develop an advisory committee comprised of key players from the early childhood and broader community including, but not limited to, representatives of the following constituencies: center-based teaching staff, directors of programs, family child care providers, resource, and referral agencies, institutions of higher education, community business leaders, public schools, parents, labor, philanthropists, media, and health care. The Advisory Committee would guide the development of the project and participate in public education and fundraising efforts described below.

- Identify an agency responsible for administering the project, including certifying eligibility for receipt of stipends; coordinating public education, fundraising, and director training; and overseeing relevant data collection related to the project.

- Publicize the availability of stipends to the early childhood community, and establish a mechanism to verify recipients' qualifications and job status and center compliance. If no previous data on turnover exists in the community, the project would collect appropriate information to establish baselines.

- Design and implement a public education program related to the pilot project.

- Design and implement a strategy for raising appropriate matching funds described above.

- Develop director/provider management training, and work with the Training Consortium to implement it during the second year of the project.

- Distribute reward checks at appropriate times.

- Collect relevant data necessary for program evaluation.

Estimated timeline and cost

Design, start-up, and administration of the program, including collecting relevant baseline data and developing relevant educational and administrative materials; overseeing advisory committee and designing and initiating public education and fundraising efforts: $125,000 per year for two years for two communities, at a total of $500,000. Rewards for two years for two communities: $350,000 per community for first year, and $450,000 per community for second year, at a total of $1.6 million. Evaluation of program, $65,000. Total: Two and one half years; $2,165,000.

Establish an apprenticeship program for former welfare recipients pursuing child care careers.

The new welfare law requires recipients to seek employment and promotes unpaid child care service, in lieu of other options, as an alternative to meet the growing demand for child care services for children of low-income families. Without appropriate modifications, this policy is unlikely to produce viable employment options or reliable, high-quality child care services for poor children.

The pilot project described below offers an alternative approach for communities who seek to enlist welfare recipients in providing child care—an approach that would create decent jobs as well as developmentally appropriate services.

A review of efforts to promote child care employment among women on welfare by the Child Care Law Center (1996) identifies the barriers to successful efforts to become family child care providers: primarily, lack of adequate housing and equipment and insufficient training and income. Additionally, many parents seeking child care prefer options other than care provided by fellow or former welfare recipients. An analysis of child care employment for low-income women conducted by the National Center for the Early Childhood Work Force indicates that child care jobs offering sufficient income require formal training in child development (NCECW 1996). Additionally, caring for groups of children should be a choice, rather than something that is forced upon people who are desperate to find work. Potential child care workers should be screened for suitability for working with children, motivated to seek training, and offered necessary supports for adapting to the world of paid employment.

Funds should be made available to support the initiation of a three-year pilot project operated by a local community or government agency. The State would provide 80 percent of the funds during the first year of the program, 75 percent during the second year, and 60 percent during the third year. The apprenticeship project would enable 10 participants to work one-on-one with mentors at a child care center for two years, and receive a 90 percent tuition reimbursement for college credits toward the

teacher position on the Child Development Permit Matrix. During the third year, participants would be employed and engage in a reduced training program. The project would be mandated to:

- Establish a community advisory committee that includes trainers from the community colleges, welfare administrators, current/former welfare recipients, child care experts, and representatives of business, media, and labor to oversee the design, implementation and evaluation of the project.

- Develop a community education component for the program, and raise local matching funds from private sources, county Temporary Assistance to Needy Families (TANF) funds, and/or Job Training Partnership Act (JTPA) or other employment dollars.

- Select participants currently on welfare who are seeking employment and who choose to work in child care; provide orientation to apprentice candidates about the level of commitment to training required to offer quality child care services; help candidates assess their own appropriateness for working with groups of children and families; and inform them of the realistic options for compensation, benefits, and advancement in the field.

- Offer training to apprentices that addresses the requirements of child care work as well as the needs of the trainees to succeed in employment. Apprentice training should address specific content related to the care and education of young children, including child development, early childhood curriculum and methods, working with parents, and working with other adults in a group child care setting; specific content appropriate for the developmental needs of the children served and the type of setting; content targeted toward improving trainees' basic skills (e.g., literacy and math skills, and/or preparation for the GED); and

information on licensing requirements, and needs of multicultural and multilingual populations.

- Provide advanced training for mentors to prepare them to address the particular needs of apprentices.

- Locate job placements for apprentices which pay no less than $7.50 per hour, or a living wage standard for the designated community. Enlist centers willing to guarantee a minimum wage of $9.00 per hour to apprentices upon completion of the program. Ensure that health benefits and child care costs for their own children are addressed during the apprenticeship.

- Provide a supervised practicum as part of a paid apprenticeship with a qualified mentor or master teacher.

- Design a program that positions new providers for career mobility in the field, and enables them to meet the requirements for teacher status on the child development matrix.

- Offer continued support after the apprenticeship period ends, including ongoing mentoring and peer support, and access to other training opportunities so that participants can compete for better-paying jobs and salary rewards.

Estimated timeline and cost

The three-year cost for each apprentice/mentor team would be approximately $16,000 a year, for a total of $160,000, This would include contributions by apprentices and mentors for a percentage of tuition costs, mentor stipends, training costs, center contributions toward apprentice wage upgrades, and administration. The amount is comparable to similar child care apprentice programs. Additionally, $60,000 should be

allocated to evaluate the career path of apprentices in comparison with other recipients pursuing child care employment without support. Total: Three years; $220,000.

Health Coverage

Purpose

The proposed initiatives are designed to stabilize the child care work force by establishing new (or improving access to existing) mechanisms for securing affordable health coverage to uninsured teachers and providers who have no other options within their means.

Background

Despite significant occupational health risks, the majority of child care workers are uninsured or poorly insured through their employment, and encounter serious difficulty in obtaining good health care. Low wages prevent them from purchasing insurance independently. Like other uninsured people, child care workers are likely to forego regular medical check-ups, delay essential medical treatment, and turn to emergency-room care when health problems become pressing. Their repeated exposure to infectious diseases, as well as lifting and stooping throughout the day, place them at increased risk for contracting debilitating illnesses or injuries that require medical attention or time off work. Because most teachers and providers are women of childbearing age, the need for maternal health care is also significant.

Many child care programs, whether center- or home based, have difficulty offering a range of comprehensive health benefits to their employees because of the small size of the employee pool—and individuals and smaller groups generally pay higher premiums. Most programs lack the financial resources—either from parent fees or subsidies—to pay fully for employee insurance plans. But low salaries typical in the field make even partial payments prohibitive for most workers, particularly since the lowest-paid child care workers are among those most likely to have only partial

coverage. Although nearly half of child care workers are married or living with a partner, their average low household incomes suggest that coverage through their spouses is only occasionally available. Further, as a largely unorganized profession dispersed among many small work sites, child care workers have relatively poor access to information about benefit options that may be available. Recent legislation passed by Congress is unlikely to touch the largely uninsured child care work force, since it focuses on the transferability of health coverage rather than on the problems of those who are poorly insured or uninsured in their present employment.

Assistance with health coverage costs has been repeatedly identified as a popular and effective way to improve compensation and to stabilize the child care work force across sectors. Numerous efforts on behalf of the uninsured from other occupations provide an opportunity to learn from and join with other groups in efforts to insure child care workers.

Administrative Initiatives

Clarify needs of family child care providers.

At this time, more information is available about the health insurance needs of center-based workers than of family child care providers. The Child Development Programs Advisory Committee (CDPAC), working in conjunction with the Department of Social Services, Community Care Licensing, has developed a survey to assess family child care providers' health care coverage needs. Distribution of this survey, and analysis of the findings, should be completed in a timely manner in order to inform the new initiatives described below, and to assist CDPAC in developing and sharing relevant information about existing health coverage options for the family child care community.

Estimated timeline and cost

Three months; $1,500-$3,000.

Represent the concerns, and encourage the inclusion, of child care teachers and providers in new approaches to coverage for the uninsured that are developing throughout the state.

Recent amendments to the Health and Safety and Insurance Codes expand the definition of small employers, for the purpose of access to health coverage, to include employers of at least two but no more than 50 eligible employees. This change permits large family child care homes with at least one assistant to participate in the health coverage options available for small businesses throughout the state. We encourage the Child Development Programs Advisory Committee to continue to track similar initiatives, such as the proposal by Children Now to provide coverage for children whose parents are not insured, and to inform the field of relevant changes.

Estimated timeline and cost

To be determined.

New Initiative

Develop pilot projects which identify new mechanisms for providing affordable coverage, and subsidize premiums for child care staff and providers.

Quality enhancement funds should be allocated to stimulate the creation of vehicles for providing health coverage for the child care work force, and to subsidize a portion of the costs of such coverage. It is recommended that pilot projects in three different communities be supported to identify a range of models appropriate to the variety of communities in the state. The projects in each community would be mandated to:

- Identify an insurer in the community willing to provide coverage to the child care work force. Appropriate insurers could include a county-

operated HMO established to serve other uninsured residents, a private HMO committed to providing dues subsidies to a certain segment of their members, and another entity, such as the Major Medical Risk Insurance Board, which brokers insurance for such other groups as small businesses or the medically at-risk.

- Designate an agency qualified to administer the insurance plan for purchasing pool participants.

- Recruit centers and/or homes to participate in the pilot which have not provided coverage for the previous 12 months.

- Conduct an appropriate needs assessment of potential participants necessary for determining premium costs. Data to be collected would include but not be limited to potential number of participants, gender, age, number and ages of dependents, current sources of health care, special needs of geographic distribution, and percent Medi-Cal eligible.

- Determine premiums and establish a co-payment and sliding-fee schedule for each of the following participants in the pilots: employees to receive coverage, their employers (if not self-employed), the state and other governmental partners, and private insurers if included in the pilot design. State subsidies would range from 33 percent to no more than 50 percent of the premium costs.

- Develop a plan to raise local funds to augment state funding, and/or to enhance state funding should the pilot be discontinued.

- Create options to include already-insured members of the child care community who are seeking better coverage available through the new purchasing pool, with the proviso that employers must maintain their

effort rather than participate in the pool for the purpose of replacing their investment with state subsidies.

- Track job stability among employees participating in the program, and disseminate information to the public.

Estimated timeline and cost

Funds would be distributed as follows: $1.6 million in premiums to cover approximately 1,000 child care workers in year one and approximately 1,500 workers in year two. $500,000 to cover planning, needs assessment, administration of benefits, recruitment, evaluation, and public education. Cost estimates are based on an $85-120 premium total for a single employee, of which the state would pay no more than $50 per person. Additional funds are included to account for dependent coverage. We strongly recommend that an advisory committee (which includes child care experts and health care planners) provide ongoing technical assistance to the pilot programs, develop public education materials about them, and assist in the design of project evaluation. Total: Two and one half years; $2.1 million.

Reimbursement Rates and Quality Improvement Grants

Purpose

Proposed initiatives are designed to adjust reimbursement rates to reflect the true program costs associated with building and maintaining a skilled and stable child care work force, and to make available resources to assist homes and centers in improving quality and staffing.

Background

For programs serving children of low-income families who qualify for state subsidies, the state reimbursement rate strongly influences the level of compensation

that staff receive. This is particularly true for contracted programs, which tend to primarily or exclusively serve subsidized families. Alternative Payment (AP) mechanisms serve anywhere from one to a majority of a program's subsidized families, with the proportion of the program budget, and the influence of reimbursement rates on salaries, varying accordingly.

The reimbursement rates currently paid to center-based and family child care programs serving children from low-income families are insufficient to adequately compensate staff and ensure high-quality services for children. Poor compensation results in high turnover, a factor strongly associated with poorer-quality care and poorer developmental outcomes for children. Further, children from low-income families suffer disproportionately when they are in child care arrangements of low quality (Phillips 1995).

Two aspects of reimbursement rates require attention. The first involves a basic inequity in the calculation of reimbursement rates which disadvantages many state-contracted programs. The second addresses the differential in reimbursement rates and other incentives for programs which seek to improve their quality by achieving accreditation from a nationally-recognized body.

Addressing an inequity. The problem of inadequate reimbursement rates is particularly critical for state-contracted programs. The contracted rates, which are set by the state legislature, have not received adequate cost-of-living adjustments for the past several years. With the exception of fewer than 20 programs statewide, most contracted programs receive reimbursement rates which fall below the market rate. Originally designed to help them meet more stringent ratios and staffing requirements, the funding of contracted programs is now insufficient in many cases to meet these criteria. Programs which qualify to receive alternative payments (vouchers) receive a reimbursement rate indexed to market rates in their county, and thus have experienced modest increases over time. Outdated reimbursement rates for contracted programs compromise their ability to reward and retain qualified teaching staff.

Providing incentives for quality measures: Accreditation. Child care programs in California which voluntarily achieve higher-quality standards through the National Association for the Education of Young Children (NAEYC) or National Association for Family Child Care (NAFCC) accreditation systems do not systematically receive financial incentives to undergo improvements; nor do they receive financial support to maintain program quality once they have achieved such gains. Making sustained improvements in program quality requires ongoing investments in staff training and compensation, for which the majority of programs lack funding. Many parents cannot afford to pay higher fees to support these necessary improvements, and state subsidies in many cases do not provide differential payments to reflect higher program costs. Reimbursement rates in California, for example, currently are no higher for programs which have achieved NAEYC or NAFCC accreditation, both of which are widely-recognized signs of higher quality.

Accreditation granted to centers by NAEYC follows an intensive process of self-study focused on improving staff training, policies, environment, and curriculum. Programs that achieve accreditation typically demonstrate improvements in overall quality, although in the case of center-based care, there is some variability in the level of quality achieved (Whitebook, Sakai, and Howes, in press; Whitebook 1996). Because accreditation does not address the financial organization of programs, there is little emphasis on compensation. As a consequence, staff turnover remains a serious problem even in accredited programs, and compromises their ability to maintain the quality achievements they have made.

Recognizing this limitation, but acknowledging the importance of accreditation, seven states (Arkansas, Louisiana, Massachusetts, Minnesota, North Carolina, Vermont, and Wisconsin) currently provide a differential reimbursement rate or grant to programs that have achieved accreditation. Some states simply pay a higher rate to accredited programs, while others target rate increases to staff compensation and/or provide grants to be used for staff retention. Currently in California, approximately 400 centers have achieved NAEYC accreditation and 250 homes have achieved NAFCC accreditation.

Supporting quality improvements through accreditation requires a two-pronged effort: incentives and support for programs which are undertaking this time-consuming and expensive process, and ongoing support to sustain quality improvements for programs which have become accredited. Research findings, and the experiences of other states, underline the importance of not only rewarding accreditation status, but providing intensive support to programs seeking accreditation (Whitebook et al., in press).

Administrative Initiative

Develop rate adjustments and quality differentials for contracted child development programs.

Reimbursement rates for contracted programs require an adjustment to provide sufficient revenue to programs for upgrading services. A task force with representatives from appropriate state agencies should be convened to determine the amount of the adjustment, taking into consideration the lost income of state-contracted programs in recent years resulting from insufficient cost of living adjustments (COLAs), and the improved staff/child ratios and qualifications required in these programs. We recommend a 10 percent reimbursement rate differential for quality, over and above a base rate adjustment, that is targeted to staff compensation. The task force should also recommend to the state legislature indexing future increases for child development programs to cost-of-living increases received by public education programs.

Estimated timeline and cost

Immediate; cost to be determined by CDD.

New Initiatives

Differential rates or grants for accredited centers and homes.

This program is designed to reward accredited programs through higher reimbursement rates and/or grants. Programs receiving a majority of their funding through the state would be eligible for higher reimbursement rates; programs receiving no state funds would be eligible for a staff retention grant, and programs receiving less than 50 percent of their funds from the state could elect to receive the higher reimbursement rate or the grant. Programs could apply to participate for consecutive years. To be eligible, programs would be required to:

- have achieved accreditation status, but not be scheduled for renewal within the current fiscal year
- agree to provide information about staff retention prior to receipt of funds and throughout the project as requested
- develop a staff retention plan which includes salary and benefit guidelines, to be used to guide expenditure of the funds
- serve 40 percent or more of families with incomes below the state median

Estimated timeline and cost

During the first year of the program, 50 centers and 50 homes would be selected to participate. Funds permitting, the program would be expanded in subsequent years. Costs of the reimbursement rate increase, recommended as a 10 percent differential, would be determined by the California Department of Education. Grants would range from $10,000 to $20,000 for centers, depending on program size, and from $1,500 to $2,000 for homes, depending on the number of children served. Year one grant costs, based on 25 mid-size centers at $15,000 each, would total $375,000. The cost for twenty

small and five large family child care homes would total $40,000. An independent evaluation of programs to determine the impact of grants and reimbursement rates on staff retention and program quality would total approximately $75,000. Total: Two years; $490,000.

Develop a pilot project to support programs seeking accreditation.

Quality enhancement funds should be allocated to provide technical and financial assistance to programs undergoing the accreditation process. Child care programs would benefit from a comprehensive program offering a myriad of supports. The grantee would:

- Identify selection criteria; for example, prioritize programs serving 50 percent or more children whose family income is below median. Additionally, define characteristics of centers that would make them most likely to achieve accreditation, and use these as selection criteria.

- Select 10–15 centers in the community to participate in the accreditation support project.

- Provide sufficient staff to offer intensive, individualized technical assistance to centers to help them become accredited.

- Encourage centers becoming accredited to develop director and teaching staff networks.

- Disburse grants to centers to cover accreditation fees, paid staff release time, and other financial needs related to accreditation.

After achieving accreditation, the programs would be eligible to receive either differential reimbursement rates or staff retention grants to invest in compensation.

Estimated timeline and cost

Two years; $100,000.

Public Education

Purpose

The proposed initiative is designed to stimulate public awareness of the importance of child care services and jobs, and the link between qualified, adequately compensated caregivers and beneficial outcomes for children.

Background

There is a deficit of public understanding of the importance of high-quality early care and education, and the role that child care staff compensation and training play in bringing about this desirable result. Although the importance of high-quality services and professional development activities, specifically compensation linked to training, is well documented in the early childhood education literature, many laypersons lack accessible, persuasive information on this subject. Many members of the early childhood community feel that a state-level, coordinated public education campaign is an important partner to any of the proposals described here. If public resources are to be made available to improve the quality of child care services and to link child care training to compensation, the public must be assisted in understanding and supporting these initiatives.

New Initiative

Public awareness campaign.

A number of groups across the state have begun to discuss the necessary components of a public education campaign. Among others, Child Care Aware, a group

of Bay Area philanthropies, and the California Child Care Summit, a child care financing group, have begun planning public education efforts. We recommend that the State Department of Education convene a year-long group of interested child care organizations to work with public relations and other consultants to design and implement a public education and engagement campaign that will build upon the public education components of the initiatives recommended in this report. This multi-media campaign should be designed on a scale similar to the anti-smoking campaign to galvanize stakeholders within and beyond the child development community to address the inadequacies of current services for children. For example, the campaign might help to shape business and corporate child care initiatives by documenting the productivity benefits for employers when they subsidize the cost of child care services for employees' children.

Estimated timeline and cost

To be determined.

Conclusion

The recommendations presented in this report provide policymakers with numerous options for upgrading child care jobs and services, and they represent current thinking about the most promising avenues for improving child care quality. The value and urgency of taking action on these questions, however incrementally, can perhaps best be summed up by a sentiment succinctly expressed by a participant at the stakeholders' meeting: "Something is better than nothing. More is better than less. And sooner is better than later."

Improving child care jobs today will make a difference in the lives of thousands of California children. By offering young children better-quality care at the beginning of their lives, we are ensuring a better foundation for their future, and a better future for the entire state.

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Appendix A

California Child Care and Development Compensation Study: Methodology

California Child Care and Development Compensation Study Methodology

The California Child Care and Development Compensation Study was funded by the Child Development Division (CDD) of the California Department of Education (CDE) to identify policy options addressing the improvement of compensation for staff working in child care and development programs. The components of the study included a review of the research literature on compensation, quality, and affordability; a survey of current compensation arrangements in a California sample of center-based programs; analysis of extant data to compare the compensation of child care workers with that of workers in professions requiring similar education levels; a review of promising practices in other states and organizations; and the development of policy recommendations for California. Throughout the study, project staff consulted with a group of stakeholders including state- and community-level policymakers, child care teachers, providers, trainers, and other advocates. Project staff also included senior advisors in early childhood program policy and fiscal policy analysis. The study was conducted from October, 1995 to December, 1996.

Literature Review

The National Center for the Early Childhood Workforce (NCECW) staff conducted a review of the research literature on child care compensation, quality, and affordability. This review included literature on the relationship of child care quality and children's outcomes, the influence of staff compensation on child care quality, a profile of the child care work force with a focus on California (including demographics, education, salaries, benefits, working conditions, and turnover), and family access to affordable services. Early drafts of the literature review were read by stakeholders, CDE Child Development Division staff, American Institutes for Research (AIR) project staff, and Lorelei Brush, AIR Senior Reviewer. The document was revised based on the comments received. Part I of the Final Report represents the final version of the literature review, with the latest findings from the 1996 California center and staff surveys incorporated into Chapter 3.

Survey of Compensation Arrangements

Project staff conducted surveys of compensation arrangements for child care and development staff in a sample of centers in California stratified by program auspice: private for-profit, private nonprofit, and public. Two surveys were adapted from prior NCECW surveys; one for center directors and one for teaching staff. The purpose of these surveys was to obtain current information about compensation arrangements, including wages and all benefits for teachers, teacher assistants, teacher directors (teachers with some administrative duties), and administrative directors. Center characteristics and staff education, experience, and turnover rates were also documented. (See "Description of Survey Procedures," below.)

Wage Comparison of Child Care Workers With Other Workers

AIR staff used extant data from the 1990 Current Population Survey (CPS) to provide information on the compensation of child care workers compared with other service-sector workers. These data are collected through the Census Bureau's monthly household survey of about 60,000 households. The CPS contains information on labor force participation of the civilian noninstitutional population. A number of caveats associated with the use of these data for the purposes of this study are presented later in this section (see "Statistical Procedures"), and readers are cautioned to take these into consideration when interpreting Table 19 of Appendix B, which presents the results of these analyses. Wage differences due to education, training, demographics, and other labor market factors were examined using multivariate regression analysis to compare child care workers and other service-sector occupations.

Promising Practices

NCECW project staff identified promising practices used by other states and organizations through a review of recent research literature and through personal contacts with individuals working in these programs. Included in the review of promising practices are federal initiatives, compensation-linked to training initiatives,

reimbursement rate improvement initiatives, center-based programs and initiatives, health care coverage initiatives, and other emerging initiatives.

Policy Recommendations

Project staff and stakeholders synthesized the information obtained from the literature review, the data collected from surveys, extant data, and promising practices, and proposed a range of policy options for addressing child care compensation issues in California. Stakeholders came together at AIR in Palo Alto in September, 1996 to discuss promising practices that were directly relevant to the state of California, and to propose a set of strategies for implementing initiatives to improve compensation. NCECW staff then formulated a range of policy options which were designed to be varied and broad enough to encompass all sectors of the child care and development work force and which took into consideration the political and practical feasibility of implementation within California. Cost implications of alternative policy options were also considered. The policy recommendations were then reviewed by all project staff, the stakeholders, and others as recommended by the stakeholders' group, and suggestions were incorporated in to the final version presented in this report.

Description of Survey Procedures

Survey Instruments

Development

Surveys were designed to collect information on the staffing arrangements of child care and development programs at the facility level and at the individual level, that is, for a sample of private for-profit, private nonprofit, and public centers and for a subsample of teaching and administrative staff from each center in the sample.

Surveys developed by the NCECW for national, state, and county child care staffing studies (individual and institutional levels) were modified and adapted for use in the California study, with input from a sub-group of project stakeholders. Surveys

were then pilot-tested in several centers and revised based on the input received. (A set of the data collection instruments used for this study is included in Appendix E.)

Center-Level

The center- or institution-level survey requested information regarding the characteristics of the child care and development center and general characteristics of the staff. The following are items that were gathered through this survey:

- Type of center (e.g., confirmation of program auspice—public, for-profit, not-for-profit)
- Child counts (by ethnicity, age groups, service categories [full-time/part-time])
- Staff turnover
- Working conditions/job characteristics
- Center staff (list of all staff, including job title, salary, tenure, hours per week)
- Center characteristics (e.g., weekly fees, subsidization, licenses)
- Revenues and expenditures
- Employee benefits (e.g., health, retirement, reduced child care fees, financial assistance for professional development and sick, holiday, and vacation pay)

Staff-Level

Additional information was obtained by surveying individual child care and development staff and linking staff- and center-level data. The staff survey requested the following information:

- Job title
- Child count (i.e., number of children for which they are responsible)
- Language and communication (i.e., teacher's ability to communicate with students and parents)
- Hours of work and time allocation

- Training and experience (e.g., education level, major field of study, specialized training, years of relevant experience)
- Compensation (e.g., current wage, raises)
- Benefits (e.g., health coverage, deductibles, reduced child care fees)
- Personal background (e.g., sex, age, marital status, children, second jobs, household income)

Sample Selection

The sampling strategy was initially designed to gather sufficient data for the results to be applicable to the state of California, to directly link child care and development center (institutional) information with individual child care and development staff information, and to facilitate a high response rate through personal contacts to center directors.

Sample of Centers

A stratified random sample of child care and development centers was selected to represent the population of child care and development programs within the state of California. To select the sample, project staff obtained databases of child care agencies covering the entire state of California from the Child Development Division (CDD) and the Community Care Licensing (CCL) Division of the Department of Social Services. Project staff reviewed the contents of the CDD and CCL databases and manipulated and merged various components of each database into a comprehensive database containing the population of child care and development centers in California.

The creation of the comprehensive database for sample selection required a considerable amount of data manipulation, as the CCL database is not a center-level database, but rather contains separate records for each type of child care license (infant, school-age, ill-child, and day care) a center may possess. As such, the CCL database contains multiple child care center records. Since the database did not contain a unique identification code for each child care center, duplicate center records were deleted by street address such that records with the same street address were considered as one

center[1]. In addition, as the CCL database does not include listings of child care centers operated through public school districts (which are exempt from licensing), public school district child care center records were added from the CCD databases to the unduplicated CCL center records. The resulting database contained a comprehensive, unduplicated listing of child care and development centers in California.

Although sample stratification by subcategories of ownership (e.g., non-profit independent, non-profit parent cooperative, non-profit religious organization) and subsidization (i.e., whether or not a center receives state, county, or local subsidies) would have been preferred, the state databases did not provide sufficient detail to permit this. Instead, a random sample stratified by three types of ownership categories, or auspices, was determined to provide an adequate representation of the distribution of centers in California. The resulting sample was also checked to ensure a balanced representation of geographic (north/south) and urban/rural locations.

The sample was stratified by auspice (type of ownership), the center characteristic known through prior studies to show the greatest variability in wages:

- Private For-Profit (i.e., individual, partnership, or corporation businesses)
- Private Nonprofit
- Public (e.g., county-run centers, centers run through school districts)

Sample selection was based on the actual distribution of centers by auspice that is found in California (derived from the comprehensive AIR generated database). Within each of the three auspice categories, centers were randomly selected. Primary and replacement samples were chosen. Replacements were made for those centers in the primary sample whose directors refused to participate in the study. Although originally targeting a sample of 150 centers, the target sample was revised to 120

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[1]Deleting duplicate records by child care center name was not an option, since centers that are part of a chain company may have multiple sites with the same center name and many centers recorded different center names for each age group served or type of license. To perform the deletions by duplicate addresses, all street abbreviations and conventions were made consistent (e.g., St. vs. Street, 1st vs. First, Suite 200 vs. #200).

centers, after encountering numerous difficulties gaining the participation of centers and given time and budgetary constraints.

Sample of Staff

Within each of the participating child care and development facilities, the center director and a random sample of teacher-directors, teachers, and teaching assistants were surveyed. Center directors were provided with instructions for selecting a random sample of teaching staff from their center to complete staff surveys. The number of teacher-directors, teachers, and teaching assistants sampled varied with the number of staff at each facility. In facilities with a teaching staff of ten or less, three teaching staff were sampled. In facilities with more than ten employees, five teaching staff were sampled.

Response Rates

A sampling strategy that involved personal telephone communication between data collectors and the center directors was chosen. This allowed project staff to explain the study, answer questions directly and follow-up with nonrespondents a needed. Prior AIR experience suggested that the most meaningful survey results (i.e., minimal response bias) could be achieved through personal contacts to respondents, resulting in greater cooperation and a higher response rate.

Although the sample was selected to represent the distribution of centers by auspice that is found in California, the percentage distribution by auspice of the resulting sample was different from the population due to differing response rates by auspice. Comparing the target sample and the actual sample shows that the Private Nonprofit and the Public centers are somewhat overrepresented and the Private For-Profit centers are underrepresented (Table 1).

Table 1. Target vs. Actual Sample

	Target Sample		Actual Sample	
Auspice	**N**	**%**	**N**	**%**
Private For-Profit	38	32	18	15
Private Nonprofit	54	45	67	55
Public	28	23	37	30
Total	120	100	122	100

Source: California Child Care and Development Compensation Study

Although these procedures were implemented to minimize sample bias, the overall response rate for centers was 45 percent (Table 2). It was especially difficult to enlist the participation of center directors, particularly those working in Private for-Profit centers. In addition, many center directors who initially agreed to participate, later dropped out of the study or did not return completed questionnaires or respond to follow-up telephone calls from data collectors.

Table 2. Response Rate

Auspice	Number of Centers that Participated		Number of Centers Requested to Participate		Response Rate
Private For-Profit	18	÷	88	=	20%
Private Nonprofit	67	÷	117	=	57%
Public	37	÷	64	=	58%
Overall	122	÷	269	=	45%

Source: California Child Care and Development Compensation Study

Another reason the response rate for Private For-Profit centers is particularly low, is that the auspice designation on state databases were found to be in error. Many of the centers in the sampling database (developed from state databases) with a *Private For-Profit* status were later found to be *Private Nonprofit* or *Public* centers according to the information provided by the center directors. Project staff made follow-up telephone calls to a sample of centers with discrepant information and found the

designation as reported by the center director to be more reliable. The auspice designation was corrected and consequently, the number of Private For-Profit centers in the sample is lower than anticipated from the sampling database.

Table 3 presents the distribution of centers in the sample by county. This shows a fairly broad geographic distribution of centers, including counties with large urban populations (Los Angeles, San Diego, Santa Clara, etc.) as well as counties that are largely rural (Humboldt, Imperial, Inyo, etc).

It is important to note that this is a largely self-selected sample of centers and consequently, the data from these centers may reflect potential biases. The project proposal indicated the sample data would be weighted to account for some of the potential biases and to reflect the overall distribution of centers in California. However, due to errors found during the course of the study in the information contained in the state databases regarding center auspice, accurate weights could not be reliably derived. Consequently, data are presented by auspice as reported by center directors in the surveys and are not weighted to the state.

Table 3. Geographic Distribution of Centers in Sample

County	Number of Centers in Sample	Percent
Alameda	7	5.8
Calaveras	1	0.8
Contra Costa	7	5.8
El Dorado	1	0.8
Fresno	1	0.8
Humboldt	2	1.7
Imperial	1	0.8
Inyo	1	0.8
Kern	3	2.5
Los Angeles	23	19.0
Madera	1	0.8
Marin	2	1.7
Merced	1	0.8
Monterey	2	1.7
Orange	7	5.8
Placer	4	3.3
Riverside	3	2.5
Sacramento	7	5.8
San Bernardino	3	2.5
San Diego	10	8.3
San Francisco	2	1.7
San Joaquin	2	1.7
San Luis Obispo	1	0.8
San Mateo	3	2.5
Santa Barbara	2	1.7
Santa Clara	8	6.6
Shasta	1	0.8
Sonoma	4	3.3
Stanislaus	4	3.3
Sutter	2	1.7
Tulare	1	0.8
Ventura	4	3.3

Source: California Child Care and Development Compensation Study

Of the participating centers, there was an 84 percent response rate for staff surveys overall, with at least an 80 percent response from each of the three auspice types (Table 4). Of the 404 staff surveys returned, there were 70 from administrative directors, 82 from teacher/directors, 195 from teachers, and 57 from assistant teachers.

Table 4: Staff Survey Response Rates of Participating Centers

	Number of Staff Surveys Returned		Number of Staff Surveys Sent		Response Rate
Private For-Profit	66	÷	76	=	87%
Private Nonprofit	220	÷	256	=	86%
Public	118	÷	147	=	80%
Overall	404	÷	479	=	84%

Source: California Child Care and Development Compensation Study

Data collection procedures

Once the sample of centers was selected, data collection staff implemented the following procedures:

1. **Establish Cooperation of Child Care and Development Facility Directors or Liaisons**. Data collectors contacted the directors of child care and development facilities via phone to introduce the study and to request participation. At this time, data collectors obtained the number of teaching staff in the facility in order to mail the accurate number of teacher surveys to the site (either three or five survey packets, depending on size). Data collectors explained that instructions for administering the survey to staff would be included in the data collection packet they would be receiving within several days. At this time, data collectors also made arrangements for establishing a financial liaison when the budget and benefit data needed to be requested from a fiscal administrator other than the director.

2. **Send Survey Packets to the Directors of the Child Care and Development Facilities**. Each packet included a cover letter with study participation instructions, deadlines, and contact information; a study description; a letter of endorsement from Maria Balakshin, the Director of the Child Development Division of the California Department of Education; an institutional survey, a number of *Child Care and Development Teaching Staff Survey Packets*, instructions for choosing a random sample of teaching staff to complete surveys; and a postage-paid return envelope. The *Child Care and Development Teaching Staff Survey Packets* contained the individual-level survey and a cover letter explaining the study. The cover letter to teaching staff instructed them to return the completed survey to the director in a sealed envelope.

3. **Follow-up Phone Calls to Non-responding Directors**. Facility directors who had not returned completed surveys by the deadline were called by AIR data collection staff and CDD staff to determine if assistance was needed and to set a new deadline. Depending on the data collection response rate and timeline to date, facilities declining from the study at this point were replaced and replacement survey packets were mailed.

   During this phase of the data collection task, project staff received confirmation, and center directors were informed that compensation would be made to participating centers in the form of $50 worth of resource and other materials from the California Department of Education's Bureau of Publications. (All participating centers were later informed of the compensation directly from the Child Development Division.)

4. **Review Survey Data**. The completed surveys were carefully reviewed by AIR staff to ensure all necessary information had been completed.

5. **Follow-up on Missing and Improbable Information**. Project staff members made follow-up phone calls to center directors and/or teaching

staff to discuss unclear responses, missing information, or other problems with the data (such as improbable high or low values).

6. **Prepare for Data Entry**. Surveys were coded and sent to an outside data entry service for conversion into electronic form.

7. **Review of New Data Files.** After all responses were converted to a computerized format, data analysts further checked the data for accuracy.

8. **Final Resolution of Data**. Any questionable data found by computer analysts were resolved through a final round of phone calls to liaisons.

Statistical Procedures

Data analysis procedures were developed in consultation with the National Center for the Early Childhood Work Force, and included both bivariate and multivariate analyses.

Bivariate analysis of survey data

Bivariate tables pertaining to child care and development center and staff characteristics are included as Appendix B. These include descriptive child care and development center information on auspice, ages of student served, subsidization and program size for the sample of centers. Tables also show staff wages, turnover rates and the availability of benefits by auspice.

Descriptive information for the sample of child care and development staff, including hourly wages by education level and major, child care and development experience and tenure at center by job title is also shown. Additional tables present the sex, age, ethnic background, marital status, number of children, education level (and major field of study), experience, and tenure by job title. Significance tests were conducted and are reported for all findings described in the text.

Multivariate analysis of survey and extant data

Using multivariate regression analysis, AIR staff examined the extent to which the labor force status of child care workers (and workers within other occupations) can be explained by several possible factors. The regressions are multivariate; that is, they describe issues pertaining to child care by *simultaneously* looking at the effect of several factors. An important motivation for these regressions was to examine the likely impact of various factors on child care compensation.

The extant data source used was the 1990 Current Population Survey (CPS), which is collected through Census Bureau's monthly household survey of about 60,000 households. The CPS contains information on labor force participation of the civilian noninstitutional population. This data set provided information on the compensation of child care workers compared with other service-sector workers.

There are a number of concerns associated with the use of the Current Population Survey (CPS) to examine the wages and salaries of child care workers. For example, it is impossible in the CPS survey to differentiate between pre-kindergarten and kindergarten (i.e., non-child care) teachers (Phillips and Whitebook 1986) and consequently, the CPS sample is **not** necessarily compatible with the definition of child care teachers sampled for this study. This is problematic due to the fact that overall, kindergarten teachers earn more than pre-kindergarten teachers and tend to have higher levels of education, which, in effect, inflates both the salary and education measures from the CPS "child care worker" data. Lacking alternative sources of statewide data, for the purposes of this study, the CPS sample of child care workers was defined as both those who indicated that their occupation was "child care worker," and those who indicated that their occupation was a "pre-kindergarten or kindergarten teacher" and the industry that they worked in was "child care."

The CPS job titles are also not at the same level of specificity as the child care worker categories in the survey data collected for this study. In addition, the CPS data set does not provide details about worker training other than educational attainment. There are other issues related to our ability to merge and match the types of settings used by the CPS and those delineated for the purpose of this study. CPS data for child

care workers are listed by occupation, not by service sector or setting. For all of these reasons, the reader is cautioned to consider the limitations of the CPS comparison data presented in this report and to view results from the CPS data analysis as a point of general comparison only.

The following multivariate regression analyses were conducted:

- Using CPS data, wage disparities between child care workers and workers in other occupations were examined to determine whether they can be explained through differences in education and training, or through demographic differences (e.g., gender discrimination). The cause of the disparity has wide implications as to the appropriate child care worker compensation policy, such as anti-discrimination policies or policies aimed at improving education and training. However, due to the fact that kindergarten teacher wages inflate the "child care worker" wages in the CPS data, the resulting wage disparity analysis *under*estimates the actual wage gap between child care and other workers.

- Many of the existing California child care laws and regulations vary by the type of child care center (e.g., nonprofit, for-profit, etc.). Using multivariate regression analysis, the association between the "auspice" or ownership type of child care center and compensation levels of child care workers in California was examined, controlling for other factors that might have an impact on compensation levels (e.g., education and training, etc.). This provides an insight into the potential effect of existing California policy guiding program operations under each auspice. This regression analysis made use of the individual- and center-level data collected.

Results of the multivariate regression analyses are shown in Tables 19 and 20.

Appendix B

California Child Care and Development Compensation Study: Tables

Table 1. California Child Care and Development Center Characteristics, 1996 (n=122)

Child Care Center Characteristics as Reported by Directors	Percentage of Centers
Auspice	
Private For-Profit	15%
Private Nonprofit	55
Public	30
Ages of students served	
Infants (6 wks. to 12 mos.)	11
Toddlers (13 to 35 mos.)	42
Preschool age (3 to 4 yrs.)	82
Kindergarten age (5 yrs. old)	58
School age (over 5 yrs. old)	37
Subsidization	
Receives subsidy	68
Does not receive subsidy	32
Program size	
Fewer than 40 children	25
40 to <70 children	33
70 to <100 children	20
100 children or more	22

Source: California Child Care and Development Compensation Study: Child Care Staff Survey, Child Care Center Survey

Table 2a. Private For-Profit California Child Care and Development Staff Characteristics, 1996

Staff Characteristics as Reported by Individual Staff	Percentage of Staff in Centers			
	Administrative Director	Teaching Staff		
		Teacher/ Director	Teacher	Assistant Teacher
Overall (n=66)	11%	24%	54%	11%
Sex				
Female (n=64)	88	100	98	100
Male (n=2)	12	0	2	0
Age				
Less than 30 years old (n=28)	0	32	61	36
30 to <50 years old (n=31)	88	68	33	64
50 years old or older (n=4)	12	0	6	0
Ethnic background				
African-American (n=7)	0	32	14	0
Caucasian (n=45)	100	49	63	100
Asian/Pacific Islander (n=3)	0	5	9	0
Latino/Hispanic (n=8)	0	14	11	0
Other races (n=1)	0	0	3	0
Marital status				
Single (includes divorced, separated, and widowed) (n=29)	25	59	49	63
Married/Living with significant other (n=36)	75	41	51	37
Number of Children				
0 (n=32)	13	59	54	88
1 or more children (n=33)	87	41	46	12

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

Table 2b. Private Nonprofit California Child Care and Development Staff Characteristics, 1996

Staff Characteristics as Reported by Individual Staff	Percentage of Staff in Centers			
	Administrative Director	Teaching Staff		
		Teacher/ Director	Teacher	Assistant Teacher
Overall (n=218)	16%	22%	48%	14%
Sex				
Female (n=211)	100	98	96	92
Male (n=6)	0	2	4	8
Age				
Less than 30 years old (n=62)	25	33	34	28
30 to <50 years old (n=119)	60	55	52	58
50 years old or older (n=32)	15	12	14	15
Ethnic background				
African-American (n=14)	3	10	2	20
Caucasian (n=143)	88	73	69	33
Asian/Pacific Islander (n=13)	8	0	13	8
Latino/Hispanic (n=36)	0	13	11	9
Other races (n=9)	1	4	5	10
Marital status				
Single (includes divorced, separated, and widowed) (n=82)	32	40	38	42
Married/Living with significant other (n=134)	68	60	62	58
Number of Children				
0 (n=89)	44	45	45	38
1 or more children (n=128)	56	55	55	62

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

Table 2c. Public California Child Care and Development Staff Characteristics, 1996

Staff Characteristics as Reported by Individual Staff	Percentage of Staff in Centers			
	Administrative Director	Teaching Staff		
		Teacher/ Director	Teacher	Assistant Teacher
Overall (n=118)	25%	13%	47%	15%
Sex				
Female (n=109)	91	100	92	98
Male (n=9)	9	0	8	2
Age				
Less than 30 years old (n=24)	0	68	11	38
30 to <50 years old (n=65)	59	24	65	44
50 years old or older (n=25)	41	8	24	18
Ethnic background				
African-American (n=15)	6	16	16	11
Caucasian (n=62)	78	72	40	12
Asian/Pacific Islander (n=6)	3	4	4	2
Latino/Hispanic (n=32)	13	4	40	72
Other races (n=2)	0	4	0	3
Marital status				
Single (includes divorced, separated, and widowed) (n=51)	41	76	46	51
Married/Living with significant other (n=67)	59	24	54	49
Number of Children				
0 (n=49)	50	68	38	38
1 or more children (n=69)	50	32	62	62

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

Table 3a. Private For-Profit California Child Care and Development Staff Education and Tenure, 1996

Staff Characteristics as Reported by Individual Staff	Percentage of Staff in Centers			
	Administrative Director	Teaching Staff		
		Teacher/ Director	Teacher	Assistant Teacher
Overall (n=66)	11%	24%	55%	10%
Education level				
High school diploma or less (n=1)	0	0	0	13
Some college (n=50)	50	76	66	75
B.A./B.S. or more (n=15)	50	24	34	12
Field of study for B.A. or M.A. degree				
Child Development or related field (n=9)	75	33	61	0
Not in Child Development (n=6)	25	67	39	100
Tenure at center				
Less than 1 year (n=10)	13	0	11	50
1 to <3 years (n=19)	12	55	46	13
3 to <5 years (n=16)	25	13	24	12
5 years or more (n=18)	50	32	19	25

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

Table 3b. Private Nonprofit California Child Care and Development Staff Education and Tenure, 1996

Staff Characteristics as Reported by Individual Staff	Percentage of Staff in Centers			
	Administrative Director	Teaching Staff		
		Teacher/ Director	Teacher	Assistant Teacher
Overall (n=218)	16%	22%	48%	14%
Education level				
High school diploma or less (n=8)	3	0	1	10
Some college (n=145)	27	75	68	82
B.A./B.S. or more (n=65)	70	25	31	8
Field of study for B.A. or M.A. degree				
Child Development or related field (n=48)	85	38	86	20
Not in Child Development (n=17)	15	62	14	80
Tenure at center				
Less than 1 year (n=21)	3	4	9	22
1 to <3 years (n=79)	23	36	35	41
3 to <5 years (n=37)	33	6	22	15
5 years or more (n=81)	41	55	34	22

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

Table 3c. Public California Child Care and Development Staff Education and Tenure, 1996

Staff Characteristics as Reported by Individual Staff	Percentage of Staff in Centers			
	Administrative Director	Teaching Staff		
		Teacher/ Director	Teacher	Assistant Teacher
Overall (n=118)	24%	14%	47%	15%
Education level				
High school diploma or less (n=8)	0	0	0	36
Some college (n=57)	9	44	67	61
B.A./B.S. or more (n=53)	91	56	33	3
Field of study for B.A. or M.A. degree				
Child Development or related field (n=31)	38	79	88	100
Not in Child Development (n=22)	62	21	12	0
Tenure at center				
Less than 1 year (n=9)	0	8	3	8
1 to <3 years (n=37)	32	16	25	30
3 to <5 years (n=23)	13	48	13	8
5 years or more (n=48)	55	28	59	54

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

Table 4a. Private For-Profit Hourly Wages of California Child Care and Development Staff by Education and Tenure, 1996

Staff Characteristics as Reported by Individual Staff	Hourly Wage							
	Administrative Director		Teaching Staff					
			Teacher/ Director		Teacher		Assistant Teacher	
	Mean	Median	Mean	Median	Mean	Median	Mean	Median
Overall (n=66)	$17.94	$18.83	$10.68	$10.01	$8.55	$7.31	$6.39	$6.35
Education level								
High school diploma or less (n=1)	--	--	--	--	--	--	6.50	6.50
Some college (n=50)	15.99	16.50	9.90	8.88	7.68	7.25	6.27	6.00
B.A./B.S. or more (n=15)	19.88	18.83	13.19	12.75	10.23	8.00	7.00	7.00
Field of study for B.A. or M.A. degree								
Early Childhood Education (n=9)	20.23	18.60	13.58	12.88	9.48	8.00	--	--
Not in Early Childhood Education (n=6)	18.83	18.83	13.00	12.75	11.42	9.60	7.00	7.00
Tenure at center								
Less than 1 year (n=10)	13.70	13.70	--	--	6.19	5.88	5.98	6.35
1 to <3 years (n=19)	10.52	10.52	11.06	10.10	9.64	8.00	7.00	7.00
3 to <5 years (n=16)	15.92	15.92	10.50	9.75	7.60	7.60	6.00	6.00
5 years or more (n=18)	21.86	20.45	10.09	10.27	8.17	7.58	7.10	7.10

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

Table 4b. Private Nonprofit Hourly Wages of California Child Care and Development Staff by Education and Tenure, 1996

Staff Characteristics as Reported by Individual Staff	Hourly Wage							
	Administrative Director		Teaching Staff					
			Teacher/ Director		Teacher		Assistant Teacher	
	Mean	Median	Mean	Median	Mean	Median	Mean	Median
Overall (n=218)	$15.66	$14.30	$11.40	$10.50	$9.43	$9.00	$6.60	$6.41
Education level								
High school diploma or less (n=8)	25.00	25.00	--	--	7.36	7.00	5.54	5.56
Some college (n=145)	11.84	11.10	11.21	10.00	8.60	8.30	6.79	7.01
B.A./B.S. or more (n=65)	16.77	15.00	11.96	11.00	11.33	10.20	6.00	6.00
Field of study for B.A. or M.A. degree								
Early Childhood Education (n=48)	17.48	16.00	10.81	11.00	11.19	11.00	6.00	6.00
Not in Early Childhood Education (n=17)	12.87	12.99	12.68	11.85	12.13	9.60	6.00	6.00
Tenure at center								
Less than 1 year (n=21)	12.65	12.65	9.10	9.10	7.74	8.06	5.97	6.00
1 to <3 years (n=79)	15.30	14.50	10.98	10.25	8.70	8.00	6.52	6.00
3 to <5 years (n=37)	13.33	12.71	9.32	8.48	10.14	9.50	5.77	5.30
5 years or more (n=81)	17.99	15.40	12.05	11.00	10.18	9.79	7.98	7.14

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

Table 4c. Public Hourly Wages of California Child Care and Development Staff by Education and Tenure, 1996

Staff Characteristics as Reported by Individual Staff	Hourly Wage							
	Administrative Director		Teaching Staff					
			Teacher/ Director		Teacher		Assistant Teacher	
	Mean	Median	Mean	Median	Mean	Median	Mean	Median
Overall (n=118)	$27.24	$27.41	$11.98	$11.53	$14.07	$13.43	$8.95	$7.29
Education level								
High school diploma or less (n=8)	--	--	--	--	--	--	10.43	7.96
Some college (n=57)	14.76	16.14	12.49	11.76	12.72	12.75	8.03	6.75
B.A./B.S. or more (n=53)	28.54	29.87	11.57	11.24	16.83	16.00	9.66	9.66
Field of study for B.A. or M.A. degree								
Early Childhood Education (n=31)	28.24	27.21	12.10	11.95	17.13	16.00	9.66	9.66
Not in Early Childhood Education (n=22)	28.72	31.00	9.61	8.00	14.62	15.00	--	--
Tenure at center								
Less than 1 year (n=9)	--	--	12.89	12.89	9.41	9.64	6.40	6.75
1 to <3 years (n=37)	23.78	25.00	9.10	8.72	13.18	11.00	7.66	7.50
3 to <5 years (n=23)	34.90	34.50	12.08	11.53	12.74	12.00	6.57	6.81
5 years or more (n=48)	27.33	30.00	13.18	14.18	14.98	14.65	10.39	11.71

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

Table 5. California Child Care and Development Staff Wages by Auspice, 1996

Child Care and Development Teaching Staff	Auspice											
	Private For-Profit				Private Nonprofit				Public			
	Mean	Median	Min	Max	Mean	Median	Min	Max	Mean	Median	Min	Max
Hourly Wages as Reported by Directors												
Directors (n=94)	$16.79	$17.82	$10.52	$27.00	$15.66	$14.78	$9.97	$28.65	$26.35	$27.00	$8.99	$43.75
Teacher/ Directors (n=132)	10.91	11.11	7.25	16.13	11.66	10.73	7.00	22.00	13.75	12.49	6.30	36.00
Teachers (n=462)	7.62	7.25	5.45	11.44	9.12	8.50	4.70	22.00	15.13	14.86	6.50	25.05
Assistant Teachers (n=328)	6.40	6.43	4.25	9.00	6.50	6.50	4.50	11.00	9.34	8.40	5.18	22.33

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Table 6. California Child Care and Development Center Characteristics by Auspice, 1996

Child Care and Development Center Characteristics	Auspice		
	Private For-Profit (n=18)	Private Nonprofit (n=67)	Public (n=37)
Center Characteristics as Reported by Directors			
Turnover rates of teaching staff (percentage of employees leaving in past year)			
Teacher/Directors	11%	10%	45%
Teachers	31%	28%	11%
Assistant Teachers	34%	39%	14%
Tenure of teaching staff			
Teacher/Directors	6.2 yrs.	6.4 yrs.	5.7 yrs.
Teachers	2.9 yrs.	3.6 yrs.	5.7 yrs.
Assistant Teachers	1.8 yrs.	2.4 yrs.	5.5 yrs.
Total sick, holiday, and vacation days of teaching staff	20 days	28 days	24 days
Percentage of centers filled to capacity	28%	55%	69%
Center Characteristics as Reported by Individual Staff*			
Percentage of teaching staff receiving raise in past year			
Teacher/Directors	64%	76%	90%
Teachers	83%	85%	88%
Assistant Teachers	67%	71%	90%
Percentage of teaching staff receiving reduced fees for child care			
Teacher/Directors	33%	11%	0%
Teachers	28%	14%	4%
Assistant Teachers	0%	4%	0%

*Summary of individual staff responses

Source: California Child Care and Development Compensation Study: Child Care Staff Survey, Child Care Center Survey

Table 7. California Child Care and Development Center Characteristics by Turnover Rate, 1996

Child Care and Development Center Characteristics	Teaching Staff Turnover Rate*			
	0%	>0 to <20%	20 to <40%	40% or more
Center Characteristics as Reported by Directors				
Percentage of centers	34%	24%	19%	30%
Average Hourly wage of teaching staff				
Teacher/Directors	$12.10	$12.96	$13.38	$10.28
Teachers	$11.34	$10.72	$9.70	$7.92
Assistant Teachers	$8.11	$7.64	$6.85	$6.25
Total sick, holiday, and vacation days of teaching staff	28 days	24 days	23 days	24 days
Percentage of centers filled to capacity	62%	71%	44%	43%
Tenure of teaching staff				
Teacher/Directors	7.0 yrs.	8.1 yrs.	7.9 yrs.	4.7 yrs.
Teachers	6.0 yrs.	4.9 yrs.	5.6 yrs.	2.0 yrs.
Assistant Teachers	5.2 yrs.	3.5 yrs.	2.3 yrs.	1.4 yrs.
Center Characteristics as Reported by Individual Staff**				
Percentage of teaching staff receiving raise in past year				
Teacher/Directors	68%	79%	64%	81%
Teachers	82%	84%	81%	94%
Assistant Teachers	57%	83%	100%	63%
Percentage of teaching staff receiving reduced fees for child care				
Teacher/Directors	0%	13%	17%	26%
Teachers	1%	19%	12%	24%
Assistant Teachers	0%	10%	0%	0%

*Percentage of teaching staff (teacher/directors, teachers, and assistant teachers combined) leaving in past year
**Summary of individual staff responses

Source: California Child Care and Development Compensation Study: Child Care Staff Survey, Child Care Center Survey

Table 8. Source of Revenues for California Child Care and Development Centers by Auspice, 1996

Source of Revenue	Percentage of Revenues Received		
	Private For-Profit	Private Nonprofit	Public
Parent fees	86%	74%	21%
Public subsidies (state, federal, or local money)	6	23	77
Corporate subsidies	15	1	0
All other revenue	0	7	2

Note: Percentages are not likely to add to 100 because individual percentage distributions are averaged across centers.
Source: California Child Care and Development Compensation Study: Child Care Center Survey

Table 9. Working Conditions Provided for California Child Care and Development Staff, 1996

Working Conditions as Reported by Directors	Percentage of Centers that Provide					
	Private For-Profit		Private Nonprofit		Public	
	Teacher	Assistant Teacher	Teacher	Assistant Teacher	Teacher	Assistant Teacher
Paid breaks	89%	88%	83%	81%	86%	86%
Paid lunch period	18	20	31	30	53	14
Paid preparation/planning time	82	60	86	67	90	57
Compensation for overtime (financial or time off)	94	94	81	78	55	74
Payment for attendance during or after working hours at:						
Staff meetings	94	100	78	77	75	67
Parent meetings	76	80	58	57	69	57
On-site in-service training	65	75	77	77	97	87
Off-site training and workshops	24	33	63	63	87	63
Written job description	83	82	96	96	100	100
Written contract	39	41	55	51	97	81
Written salary schedule	41	41	56	58	100	93
Formal grievance procedure	56	53	88	91	100	93
Yearly cost of living increase	44	44	57	52	62	42
Periodic merit increase in wages	83	82	71	72	59	43
Staff room	56	53	43	41	74	67

Source: California Child Care and Development Compensation Study: Child Care Staff Survey

Table 10. Health Insurance Benefits Offered by California Child Care and Development Centers to *Administrative Directors* by Auspice, 1996

Health Benefits Offered to Administrative Directors	Auspice		
	Private For-Profit	Private Nonprofit	Public
Percentage of centers that provide health insurance	59%	74%	94%
Average center contribution per employee for health insurance coverage for:			
Employee only	$129	$158	$405
Employee and dependents	$205	$186	$477
Percentage of centers that cover full cost of health insurance premium for:			
Employee only	36%	57%	52%
Employee and dependents	30%	9%	55%
Hours per week of work required to be eligible	31 hrs.	29 hrs.	22 hrs.
Percentage of centers that require a set period of time before employees are eligible	82%	62%	13%
Average percentage of Administrative Directors that qualify for center's health insurance benefits	100%	93%	86%
Average percentage of Administrative Directors that take advantage of center's health insurance benefits	86%	83%	81%

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Table 11. Health Insurance Benefits Offered by California Child Care and Development Centers to *Teacher/Directors* by Auspice, 1996

Health Benefits Offered to Teacher/Directors	Auspice		
	Private For-Profit	Private Nonprofit	Public
Percentage of centers that provide health insurance	47%	67%	79%
Average center contribution per employee for health insurance coverage for:			
Employee only	$109	$139	$333
Employee and dependents	$158	$171	$381
Percentage of centers that cover full cost of health insurance premium for:			
Employee only	38%	53%	60%
Employee and dependents	14%	12%	42%
Hours per week of work required to be eligible	33 hrs.	27 hrs.	21 hrs.
Percentage of centers that require a set period of time before employees are eligible	88%	67%	10%
Average percentage of Teacher/Directors that qualify for center's health insurance benefits	92%	96%	87%
Average percentage of Teacher/Directors that take advantage of center's health insurance benefits	76%	83%	88%

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Table 12. Health Insurance Benefits Offered by California Child Care and Development Centers to *Teachers* by Auspice, 1996

Health Benefits Offered to Teachers	Auspice		
	Private For-Profit	Private Nonprofit	Public
Percentage of centers that provide health insurance	47%	67%	88%
Average center contribution per employee for health insurance coverage for:			
Employee only	$96	$138	$382
Employee and dependents	$128	$164	$444
Percentage of centers that cover full cost of health insurance premium for:			
Employee only	38%	53%	50%
Employee and dependents	0%	10%	54%
Hours per week of work required to be eligible	33 hrs.	27 hrs.	20 hrs.
Percentage of centers that require a set period of time before employees are eligible	88%	65%	11%
Average percentage of Teachers that qualify for center's health insurance benefits	95%	80%	91%
Average percentage of Teachers that take advantage of center's health insurance benefits	83%	63%	91%

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Table 13. Health Insurance Benefits Offered by California Child Care and Development Centers to *Assistant Teachers* by Auspice, 1996

Health Benefits Offered to Assistant Teachers	Auspice		
	Private For-Profit	Private Nonprofit	Public
Percentage of centers that provide health insurance	41%	52%	65%
Average center contribution per employee per month for health insurance coverage for:			
Employee only	$66	$125	$312
Employee and dependents	$68	$156	$372
Percentage of centers that cover full cost of health insurance premium for:			
Employee only	29%	53%	50%
Employee and dependents	0%	6%	45%
Hours per week of work required to be eligible	30 hrs.	25 hrs.	21 hrs.
Percentage of centers that require a set period of time before employees are eligible	86%	76%	20%
Average percentage of Assistant Teachers that qualify for center's health insurance benefits	69%	78%	69%
Average percentage of Assistant Teachers that take advantage of center's health insurance benefits	43%	63%	66%

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Table 14. Other Benefits Offered by California Child Care and Development Centers to *Administrative Directors* by Auspice, 1996

Other Benefits Offered to Administrative Directors	Auspice		
	Private For-Profit	Private Nonprofit	Public
Retirement or pension plan benefits			
Percentage of centers that provide	28%	42%	92%
Percentage contribution per employee	4%	7%	8%
Hours per week of work required to be eligible	38 hrs.	26 hrs.	19 hrs
Reduced child care fees			
Percentage of centers that provide for full-time staff	79%	58%	3%
Percentage of centers that provide for part-time staff	77%	51%	7%
Maximum value to employees per month	$316	$249	$250
Paid maternity and/or paternity leave			
Days per year for full-time staff	12 days	6 days	15 days
Days per year for part-time staff	6 days	3 days	10 days
Financial assistance to cover staff development			
Percentage of centers that provide for full-time staff	71%	92%	85%
Percentage of centers that provide for part-time staff	73%	92%	81%
Average spent per employee receiving benefit	$280	$228	$200
Percentage of employees receiving benefit	57%	84%	61%

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Table 15. Other Benefits Offered by California Child Care and Development Centers to *Teacher/Directors* by Auspice, 1996

Other Benefits Offered to Teacher/Directors	Auspice		
	Private For-Profit	Private Nonprofit	Public
Retirement or pension plan benefits			
Percentage of centers that provide	17%	45%	62%
Percentage contribution per employee	4%	7%	7%
Hours per week of work required to be eligible	37 hrs.	22 hrs.	18 hrs
Reduced child care fees			
Percentage of centers that provide for full-time staff	0%	56%	7%
Percentage of centers that provide for part-time staff	79%	50%	10%
Maximum value to employees per month	$299	$269	$125
Paid maternity and/or paternity leave			
Days per year for full-time staff	12 days	6 days	11 days
Days per year for part-time staff	6 days	4 days	7 days
Financial assistance to cover staff development			
Percentage of centers that provide for full-time staff	61%	91%	78%
Percentage of centers that provide for part-time staff	63%	93%	76%
Average spent per employee receiving benefit	$126	$135	$133
Percentage of employees receiving benefit	50%	87%	73%

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Table 16. Other Benefits Offered by California Child Care and Development Centers to *Teachers* by Auspice, 1996

Other Benefits Offered to Teachers	Auspice		
	Private For-Profit	Private Nonprofit	Public
Retirement or pension plan benefits			
Percentage of centers that provide	6%	43%	84%
Percentage contribution per employee	6%	6%	7%
Hours per week of work required to be eligible	30 hrs.	22 hrs.	18 hrs
Reduced child care fees			
Percentage of centers that provide for full-time staff	80%	59%	6%
Percentage of centers that provide for part-time staff	80%	52%	9%
Maximum value to employees per month	$323	$277	$125
Paid maternity and/or paternity leave			
Days per year for full-time staff	9 days	5 days	13 days
Days per year for part-time staff	6 days	4 days	10 days
Financial assistance to cover staff development			
Percentage of centers that provide for full-time staff	61%	93%	79%
Percentage of centers that provide for part-time staff	65%	97%	77%
Average annual expenditure per employee receiving benefit	$60	$126	$161
Percentage of employees receiving benefit	40%	72%	68%

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Table 17. Other Benefits Offered by California Child Care and Development Centers to *Assistant Teachers* by Auspice, 1996

Other Benefits Offered to Assistant Teachers	Auspice		
	Private For-Profit	Private Nonprofit	Public
Retirement or pension plan benefits			
Percentage of centers that provide	6%	36%	65%
Percentage contribution per employee	5%	5%	6%
Hours per week of work required to be eligible	30 hrs.	21 hrs.	18 hrs
Reduced child care fees			
Percentage of centers that provide for full-time staff	80%	57%	3%
Percentage of centers that provide for part-time staff	79%	53%	6%
Maximum value to employees	$318	$261	$250
Paid maternity and/or paternity leave			
Days per year for full-time staff	10 days	5 days	10 days
Days per year for part-time staff	6 days	4 days	11 days
Financial assistance to cover staff development			
Percentage of centers that provide for full-time staff	59%	92%	72%
Percentage of centers that provide for part-time staff	63%	95%	72%
Average spent per employee receiving benefit	$69	$109	$147
Percentage of employees receiving benefit	54%	68%	32%

Source: California Child Care and Development Compensation Study: Child Care Center Survey

Table 18. Value of Health and Other Benefits Received by California Child Care and Development Staff by Auspice, 1996

Staff	Value of Health and Other Benefits					
	Private For-Profit		Private Nonprofit		Public	
	$/hr	% of wage	$/hr	% of wage	$/hr	% of wage
Administrative Director	$4.70	29%	$5.02	32%	$8.54	31%
Director/Teacher	2.56	24	3.52	31	3.74	32
Teacher	2.10	24	2.88	30	4.82	34
Assistant Teacher	.95	14	1.81	27	2.04	21

Source: California Child Care and Development Compensation Study: Child Care Staff Survey, Child Care Center Survey

Table 19. Wage Gap Between Non-household Child Care Workers and Workers in Other Social Service, Education, and Health Occupations in California, 1990–1993[1]

	Wage Gap in Hourly Wages
Total Gap	$6.70/hr
Gap due to education and years of experience[2]	2.94/hr
Gap due to gender, racial, and marital status	-0.06/hr
Gap due to other factors related to the labor market[3]	0.73/hr
Gap unexplained by statistical analysis	3.09/hr

[1] Similar occupations are defined as private household child care workers, registered nurses, licensed practical nurses, health services aides, welfare service aides, non-child care personal services occupations, professional social workers, non-child care pre-K and Kindergarten teachers, elementary and secondary teachers. Child care workers exclude managers/supervisors in the child care industry.

[2] Age minus years of schooling was used as a proxy for years of experience. Gender interaction terms were included to control for the possibility that this proxy measure may vary by gender.

[3] Other factors include union membership, union contract coverage, government employment, metropolitan status, and part-time status.

Note: Hourly wages in 1993 dollars.

Source: Current Population Survey, U.S. Bureau of the Census

Major points regarding the Wage Gap Table:

1) On average, child care workers (as defined by the Current Population Survey) make $6.70/hr less than workers in other social service, education, and health occupations.

2) Slightly less than half of that gap ($2.94 out of the $6.70/hr) can be accounted for by differences in education and years of experience.

3) Virtually none of the gap is due to differences in gender, racial, and marital status (in fact, such differences tend to narrow rather than widen the wage gap). This does not necessarily imply that these factors are not important; for example, they may explain differences in wages between child care workers and workers in other occupations not included in the regression sample as a comparison group (brain surgeons, etc.)

4) About half of the gap cannot be explained through multivariate regression analysis (i.e., cannot be explained by education/experience, demographics or other labor market factors). This could be because there are other factors that we have not included in the regression analysis (such as quality of education), or that the factors we have included are imperfect measures (such as age minus year of education as a proxy for experience). However, the unexplained portion of the wage gap suggests that the wages of child care workers are artificially low, which may be a major factor in explaining the high level of turnover in this industry.

Table 20. Impact of Characteristics of Child Care Centers, Staff, and Children Served on Hourly Wages of California Child Care Assistant Teachers, Teachers, and Teacher/Directors

Child Care and Development Staff and Center Characteristics	Resulting Increase in Hourly Wages ($/hr)	Resulting Percentage Increase in Hourly Wages (%)
Teacher, Assistant Teacher, Teacher/Director Characteristics		
If Teacher/Director, as compared to Teacher	1.18*	10.9*
If Assistant Teacher, as compared to Teacher	-2.68*	-26.4*
If part-time worker (less than 30 hours per week)	-0.27	-2.7
If white, non-Hispanic	-0.40	-3.1
If single	-0.97*	-8.6*
Each additional one-year increase in age[1]	0.09*	0.9*
Teacher, Assistant Teacher, Teacher/Director Education/Experience		
If teacher has a BA/BS or higher	1.22*	11.8*
If teacher belongs to a professional Child Care Organization/Association	1.03*	8.9*
If teacher has specialized early childhood education/training (ECE)	2.46*	26.4*
BA/BS in ECE	1.38*	8.5*
ECE high school courses	0.54	5.0
ECE courses in vocational school	2.26*	17.2*
ECE college certificate	0.41	5.3*
ECE graduate degree	1.80	18.7
Each additional one-year increase in experience in the child care field	0.03	0.3
Child Care Center Characteristics		
If center is public, as compared to private nonprofit	1.55*	18.2*
If center is private for-profit, as compared to private nonprofit	-0.55	-5.5
If center is unionized and is public	2.08*	14.6*
If center is unionized, private nonprofit or private for-profit	-0.57	-11.2

Table 20. Impact of Characteristics of Child Care Centers, Staff, and Children Served on Hourly Wages of California Child Care Assistant Teachers, Teachers, and Teacher/Directors (continued)

Child Care and Development Staff and Center Characteristics	Resulting Increase in Hourly Wages ($/hr)	Resulting Percentage Increase in Hourly Wages (%)
Characteristics of Children Served		
If there are limited-English proficient students in the class	0.34	2.1
If there are toddlers or infants in the class	0.47*	5.4*
Each additional increase in the number of students in the class during peak hours	0.01	1.3

*statistically significant effect, with 90 percent confidence

[1] This calculation assumes that the worker is approximately the sample average age of 36.4 years old.
Note 1: Statistical analysis was able to explain about 65 percent of the variation in hourly wages.

Note 2: Directors are excluded from regressions.

Note 3: In general, the effects of the above factors upon wages did not vary by auspice. For example, the effects of increased education and training upon wages were similar between public, private nonprofit, and private for-profit centers. However, the only statistically significant difference by program auspice was for teachers working in public centers with infants or toddlers during peak times who made $1.28/hr more than those in public centers not working with infants or toddlers. Similarly, those in private for-profit centers working with infants or toddlers made $1.63/hr more than those in private for-profit centers not working with infants or toddlers. By contrast, in private nonprofit centers, those working with infants or toddlerswere not compensated with higher wages.

Source: Current Population Survey, U.S. Bureau of the Census

Major Points regarding the Wage Regressions Table:

1) Teacher/Directors make $1.18/hr more than teachers; teachers make $2.68/hr more than assistant teachers.

2) Part-time status does not impact wages.

3) Minority status does not impact wages. However, single workers make almost one dollar less per hour than non-single workers, all else equal.

4) Hourly wages increase with age. For example, all else equal (e.g., same education, experience) a 40-year old makes $0.90/hr more than a 30-year old.

5) Teachers with a BA/BS make more, but only $1.22/hr more than those having no BA/BS.

6) Teachers with a BA/BS in ECE make $2.60/hr ($1.22 plus $1.38/hr) more than those having no BA/BS.

7) Teachers with ECE course work in a vocational school make $2.26/hr more than those without ECE course work in vocational school. This increase in hourly wages may be worth the cost to the worker of obtaining such specialized training.

8) Staff with specialized ECE training make $2.46/hr more than those without it.

9) Teachers in public centers make $1.55/hr more than those in private nonprofit centers.

10) Although it may seem that workers make more if a center is unionized, this may be due to the fact that public centers tend to be unionized, and public centers offer higher wages.

11) Teachers are compensated with higher wages for having a higher student load, or for teaching infants and toddlers. For example, those teaching infants or toddlers make about 5.4% more in wages than those teaching older children.

Appendix C

California Child Care and Development Compensation Study: List of Stakeholders

California Child Care And Development Compensation Study

List of Stakeholders

Janet Poole	California Department of Education Sacramento, CA
Cecelia Alvarado	California Association for the Education of Young Children Santa Barbara, CA
Kate Ashby	Magic Years Children's Center Richmond, CA
Sandy Burud	Burud and Associates Pasadena, CA
Abby Cohen	Child Care Law Center San Francisco, CA
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Jennifer DiGioia	San Francisco, CA
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Jim Stockinger	Oakland, CA
Judy Waggoner	Early Childhood Education Oakland Unified School District Oakland, CA

Appendix D

A Profile of the Child Care Center Workforce in Los Angeles County, California

A PROFILE OF THE CHILD CARE CENTER WORK FORCE IN LOS ANGELES COUNTY, CALIFORNIA

FINDINGS FROM THE 1995 SURVEY OF CHILD CARE STAFF SALARIES, BENEFITS, AND WORKING CONDITIONS

a report by
The National Center for the Early Childhood Work Force

prepared for
The Los Angeles County Child Care Advisory Board

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A PROFILE OF THE CHILD CARE CENTER WORK FORCE IN LOS ANGELES COUNTY, CALIFORNIA

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INTRODUCTION

Why Study the Wages and Benefits of Child Care Center Staff?

The Link Between Service Quality and Compensation of the Child Care Work Force

The Child Care Planning Committee of the Los Angeles County Child Care Advisory Board commissioned this study to identify trends in child care workers' qualifications, compensation, and turnover. Previous research has demonstrated that quality services require a well-trained and stable work force, which typically results from better than average compensation and working conditions. Thus, this study of the child care center teaching staff's background and wages reflects the planning committee's interest in building high quality child care options for children in Los Angeles County.

This study coincided with the Child Care Advisory Board's position paper on child care quality. To prepare the paper, the Advisory Board convened a committee drawn from members of the research, education, and service sectors of the county. The committee developed the paper from interviewing parents, reviewing related research and local demographics, engaging early childhood educators in discussions, and drawing on an array of personal expertise. The final position paper was endorsed by the Los Angeles County Board of Supervisors in September 1995. Echoing much of the research of the last decade, the position paper pointed to the links between quality services and caregivers' compensation.

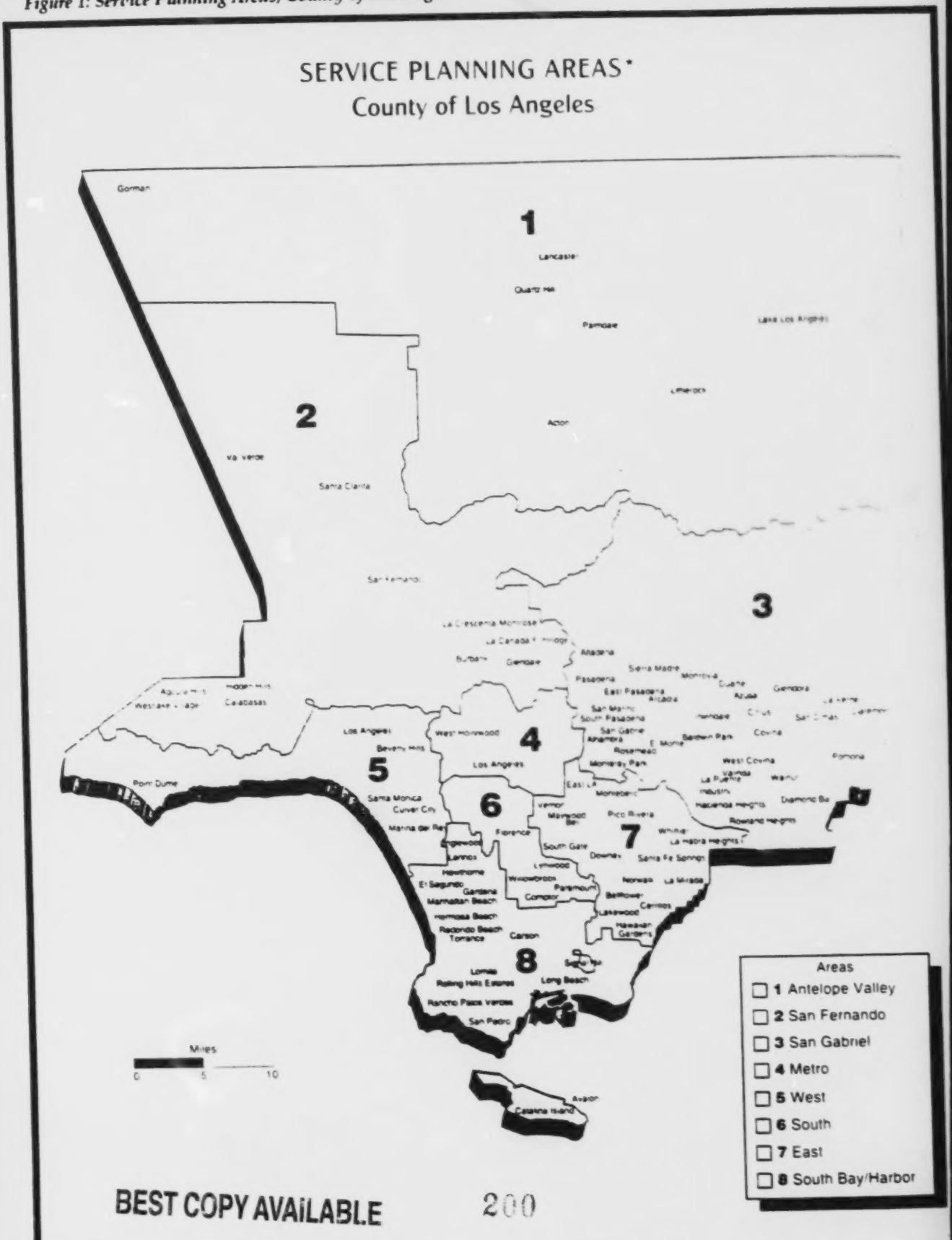
In 1990 the National Child Care Staffing Study (NCCSS)[1] found that children who attended centers with high turnover and minimally trained staff were building language and social skills more slowly than other children enrolled in programs with more skilled and stable caregivers. In poor quality classrooms children spent less time engaged in social activities with their peers and more time aimlessly wandering. Children require a continuous bond with skilled teaching staff if they are to develop trust, confidence, and a desire to learn and socialize with their peers. Children in the NCCSS who attended centers that paid staff higher wages were cared for by better trained and educated teachers, experienced more consistent care, and exhibited more positive developmental outcomes.

The Cost, Quality, and Child Outcomes Study (CQCOS), conducted in 1993, replicated the NCCSS finding that linked better compensation for child care teachers with better developmental outcomes for children.[2] Noting the beneficial effects of better compensation on child care quality, many policy makers, opinion leaders, and educators have recommended and in some cases implemented[3] widespread improvements in compensation for the child care work force.[4]

This report offers the reader a profile of current wages, benefits, working conditions, and turnover rates for teaching staff in Los Angeles County, California, as a whole. Additionally, the report explores significant differences in child care compensation and working conditions by program auspices. The "auspices" or financial status of child care centers, designated most broadly as non-profit and for-profit, has been found in numerous other studies to exert an influence over center staffing policies as well as program quality.[5] The influence of public and corporate subsidies on Los Angeles County child care programs, identified as significant in other research, is also examined.

In recognition of the social and economic diversity in Los Angeles County communities, key findings are also reported for each of the eight regions that comprise Los Angeles County: Antelope Valley, San Fernando, San Gabriel, Metro, West, South, East, and South Bay/Harbor. See figure 1, for a definition of the regions.

Figure 1: Service Planning Areas, County of Los Angeles



RESEARCH DESIGN

The findings reported here are drawn from responses to the questionnaire, *Child Care Staff Salary and Working Conditions Survey*,[4] mailed to a random sample of Los Angeles County child care programs in the summer of 1995. The final sample consisted of 248 programs,[5] representing close to 10% of the 2,518 licensed child care programs in Los Angeles County. The centers included in the survey represent the range of full-day program types in the community (shown in figure 2).

Figure 2:
Study Sample by Auspices

	PROGRAMS		SITES	
	N=	%	N=	%
Private For-Profit	69	28%	86	18%
Church Related	85	17%	101	21%
Independent Non-Profit[6]	42	34%	89	19%
Subsidized Non-Profit	52	21%	198	42%
Total	248	100%	474	100%

A child care program refers to an organization that operates one or more child care centers. A site is one center within a program. Some child care programs are comprised of single sites; others include two or more.

The program types are defined as follows:

For-profit programs include centers owned by national chains as well as those which are independently owned and operated.

Non-profit independent programs are those without any affiliation to a sponsoring agency or organization. They are typically overseen by a board that is comprised of parents and community members. Parent cooperatives are included in this category.

Non-profit church related programs are overseen by a religous organization, such as a church or synagogue, and often receive in-kind donations of space to operate their program.

Subsidized programs are those which receive substantial subsidies from public or corporate sources to operate, in addition to any fees collected from parents. Publicly subsidized programs greatly outnumber corporate subsidized programs in Los Angeles County, as in the rest of the U.S. For example, there were six corporate subsidized programs out of 52 included in this category in this study.

The 248 programs that comprise the final sample represent 474 child care sites in Los Angeles County. Some child care programs oversee a number of individual sites that typically operate with the same salaries, benefits, and working conditions established by a central program administration. In particular, subsidized programs are often "multiple site" programs. For example, the 52 subsidized programs included in the final sample represent 198 sites. The findings reported here for all program types describe wages, benefits, and working conditions that are shared by all of the program's respective sites.

In all, 31% of programs surveyed were for-profit and 69% were non-profit, a proportion comparable to that found in other studies of child care in urban California.[7] No current information about the financial auspices of child care programs in Los Angeles County is currently available to provide an independent assessment of the sample's representativeness. It should be noted that final samples of child care surveys concerning staffing and compensation often under-represent for-profit programs, because of the typically lower response rate of for-profit programs. It is likely that for-profit programs are more numerous in Los Angeles County than their proportion in this sample.

Programs were selected for the sample in proportion to their location in one of the eight regions of Los Angeles County. See figure 3 below. All regions are represented in the final sample; however, programs in Antelope Valley are significantly over-represented, whereas those in South are significantly under-

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represented. Although some differences emerged by region, auspices accounted for most variation in programs, thus the imbalance in regional representation should not skew the findings for Los Angeles County as a whole.

Figure 3: Study Sample by Region

Los Angeles County Programs			Programs Responding to Survey	
	N	%	N	%
Region 1 Antelope Valley	84	3%	20	8%
Region 2 San Fernando	475	19%	49	20%
Region 3 San Gabriel	500	20%	59	24%
Region 4 Metro	285	11%	19	8%
Region 5 West	183	7%	23	9%
Region 6 South	317	13%	13	5%
Region 7 East	247	10%	23	9%
Region 8 South Bay/Harbor	427	17%	42	17%
Total	2,518	100%	248	100%

The current report profiles the work environment of 4,636 child care staff, including 2,329 teachers, 1,818 assistants, 207 teacher directors, and 282 directors.

In the following pages, findings are reported for the entire county, with subsections following for the eight regions of Los Angeles County. A summary of key findings for each region is listed in figure 12.

PART I

COUNTYWIDE FINDINGS[10]

Demographics

As is true nationally, the child care center work force in Los Angeles County was comprised predominately of women in their childbearing years. The proportion of men teaching in Los Angeles County, however, was just slightly higher than the national percentage of 3%: in the Los Angeles sample 5% of teachers and 6% of assistants were male. Teachers were most likely to be between 30 and 50 years old, whereas assistants were most likely to be younger than 30. For-profit programs were more likely to hire younger teachers (less than 30) than were all non-profit programs.[11]

The racial diversity of Los Angeles County's population is reflected in the composition of child care teaching staff.[12] Among teachers, just under half were Caucasian (49%), 22% Latino, 13% African American, 9% Asian, 2% Multi-Racial, and 2% other.[13] Assistants were more likely to be people of color: 37% were Latino, 37% Caucasian, 13% African American, 9% Asian, 3% Multi-Racial, and 1% other. Subsidized programs were more likely to employ Latino and African-American teaching staff, and for-profit and church related non-profit programs tended to employ more Caucasian teaching staff. Significant differences in the racial composition of teaching staff, evident in the various regions of Los Angeles County, will be discussed in Part II of this report.

Despite the diversity of the work force, there is reason to suspect that the language and cultural diversity of Los Angeles County's children has not been matched by that of the teaching staff. For example, according to the 1990 Census, Los Angeles County's children were more ethnically/racially diverse than the adult population. The racial composition of Los Angeles County's children was 50% Latino, 27% Caucasian, 11% African-American, and 11% Asian/other. There is increasing evidence that children lack access to caregivers

who can speak their first language, communicate with their parents, and be supportive of their cultural experience.[14]

The educational profile of teachers in Los Angeles County reveals a well educated work force. One-quarter (26%) of teachers had a Bachelor's degree or higher, and almost three-quarters (72%) had some college.

Education and Training

Teachers and assistants in Los Angeles County comprise a well educated work force. One-quarter (26%) of teachers had a Bacherlor's degree or higher, and almost three-quarters (72%) had some college. Compared with child care teachers nationally, Los Angeles County teachers were more likely to have some college units and less likely to have Bacherlor's degrees or high school degrees as their highest level of education. See figure 4. Thus, Los Angeles County teachers occupied the middle ground of educational achievement: teachers with Bacherlor's degrees were less common, but those without any college units made up only 1% of the work force, a much lower percentage than found nationally.[15] In comparison with members of the civilan work force, Los Angeles County child care teachers, like those around the United States, were more highly educated.

Assistants had less education on average than teachers in Los Angeles County. However, Los Angeles County assistants had more education than their counterparts in other states.[16] Nearly three-quarters (71%) had completed some college.

The majority of teaching staff in the county had received training in early childhood education (ECE) at the college or university level. Eighty-four percent of teachers and fifty-nine percent of assistants had specialized training in early childhood education.

Many child care staff continued to pursue education and training after they became employed in a child care center.

Approximately half of programs surveyed reported that their staff received 15 or more hours of training without college credit during 1994-1995, the calendar year preceding the study. About one-third of programs surveyed indicated that their staff received 15 hours of training for college credit during this period.

Teachers employed in non-profit programs were better educated, on average, than those in for-profit programs. Teachers, teacher directors, and directors employed in subsidized programs were better educated than staff of all other program types. For example, subsidized programs were more likely to employ teachers and teacher directors with Bacherlor's degrees in ECE, and directors with graduate degrees in ECE. Assistants' educational background did not differ significantly by center auspices.

Entry-level teachers in Los Angeles County earned, on average, $7.24 per hour or $12,670 annually.

Wages

The salary findings shown in figure 6 reflect the starting[17] hourly wages as well as the highest hourly wages offered to teachers, assistants, teacher directors, and directors throughout Los Angeles County. Average starting wages for teaching assistants were $5.79 per hour or $10,133 annually.[18] Higher paid assistants averaged only $7.05 per hour or $12,338 annually. Teaching staff salaries must be viewed in the context of the cost of living in Los Angeles County which the Consumer Price Index ranks among the highest in the country. Median household income in Los Angeles County was $35,000,[19] three and one-half times as high as that earned by entry-level assistants.

Entry-level teachers in Los Angeles County earned, on average, $7.24 per hour or $12,670 annually. Teachers reached the top of the wage scale at $10.64 per hour or $18,620 per year. The average lowest paid directors' wages were $13.46 per hour or $23,555 annually.

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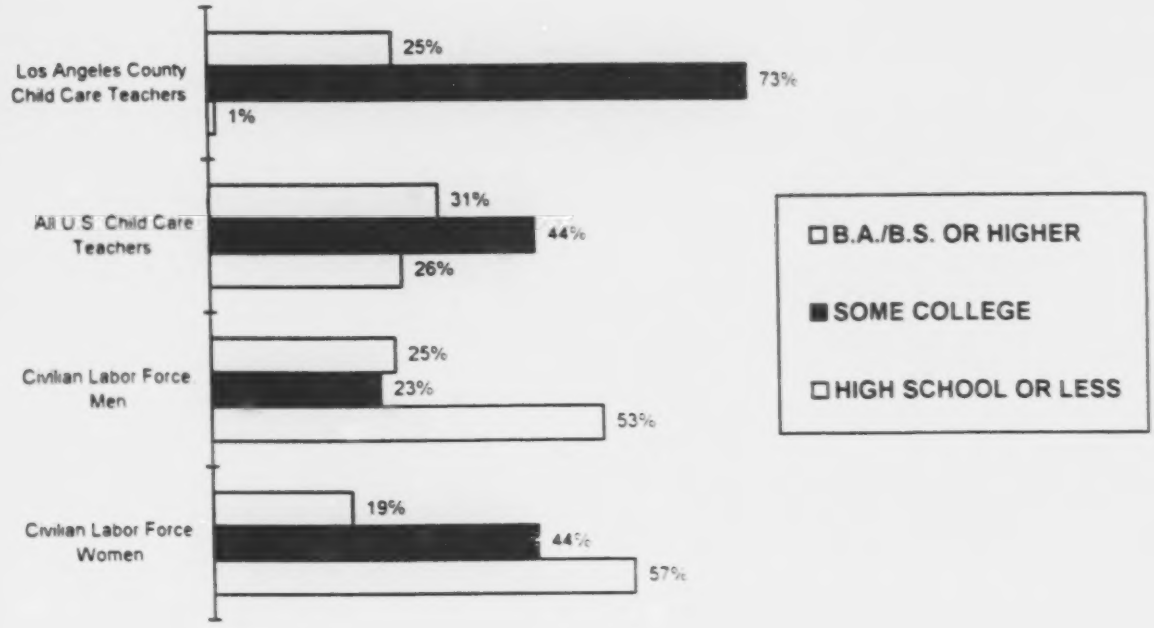
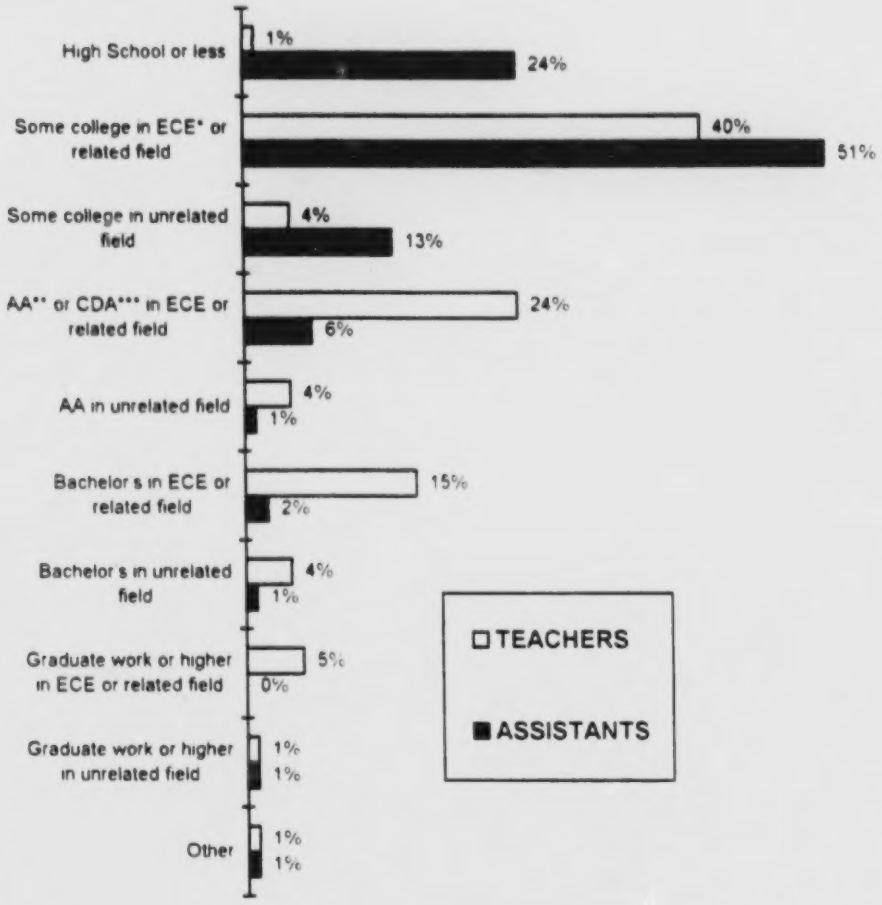
Figure 4: Los Angeles County Child Care Teachers' Education Compared with Average U.S. Workers



Sources:

Current Population Report P20#47, Education Attainment in the U.S. March, 1993, 2;
The National Child Care Staffing Study, 1990.

Figure 5: Los Angeles County Teachers' and Assistants' Educational Background



* ECE = Early Childhood Education
** AA = Associate of Arts Degree
*** CDA = Child Development Associate

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The highest paid directors earned on average $17.68 per hour or $30,940 per year. Programs that paid entry-level and senior directors higher salaries were more likely to pay higher wages to teachers and assistants.

Median salaries for all teaching staff indicate that programs were more likely to pay salaries clustered below average levels calculated. The median starting teachers salary (which represents the mid-point of the sample) was $7.00, and among higher paid teachers, the median was $10.00. Entry level assistants' median wages were $5.50 and their higher paid counterparts earned median salaries of $6.75.

Program Auspices and Salaries

FOR-PROFIT VS. NON-PROFIT PROGRAMS

Child care staff at all levels in Los Angeles County earned significantly higher wages in non-profit than in for-profit programs, a trend identified nationally.[20] Lowest and highest paid assistants, teachers, teacher directors, and directors were better compensated when employed in non-profit programs. For example, for-profit programs paid starting teachers, on average, $6.14 per hour, twenty percent less than the $7.66 per hour paid in non-profit programs to equivalent positions. Directors employed by for-profit programs earned $11.84 per hour compared with their non-profit counterparts who earned $14.02 per hour, or sixteen percent more. When asked, directors of for-profit programs were more likely than other program directors to say that they would improve staff salaries if additional funds were available to their programs.

SUBSIDIZED PROGRAMS

Subsidized programs offered higher salaries to their teaching staff than did other programs in Los Angeles County, a pattern documented nationally.[21] The difference was most prononounced between teachers' wages in subsidized versus those in for-profit. For example, the lowest paid teachers employed by subsidized programs earned $8.73 per hour compared with $6.14 earned by teachers in for-profit centers, a difference of $2.59 per hour or 30%. See figure 6.

CHURCH RELATED PROGRAMS

Among the non-profit programs in Los Angeles County, church related programs paid less than other non-profits for some positions. For example, all teacher directors and lowest paid directors earned signficantly lower salaries in church related programs than their counterparts in independent and subsidized non-profits. This pattern of compensation is consistent with the findings of national studies.[22]

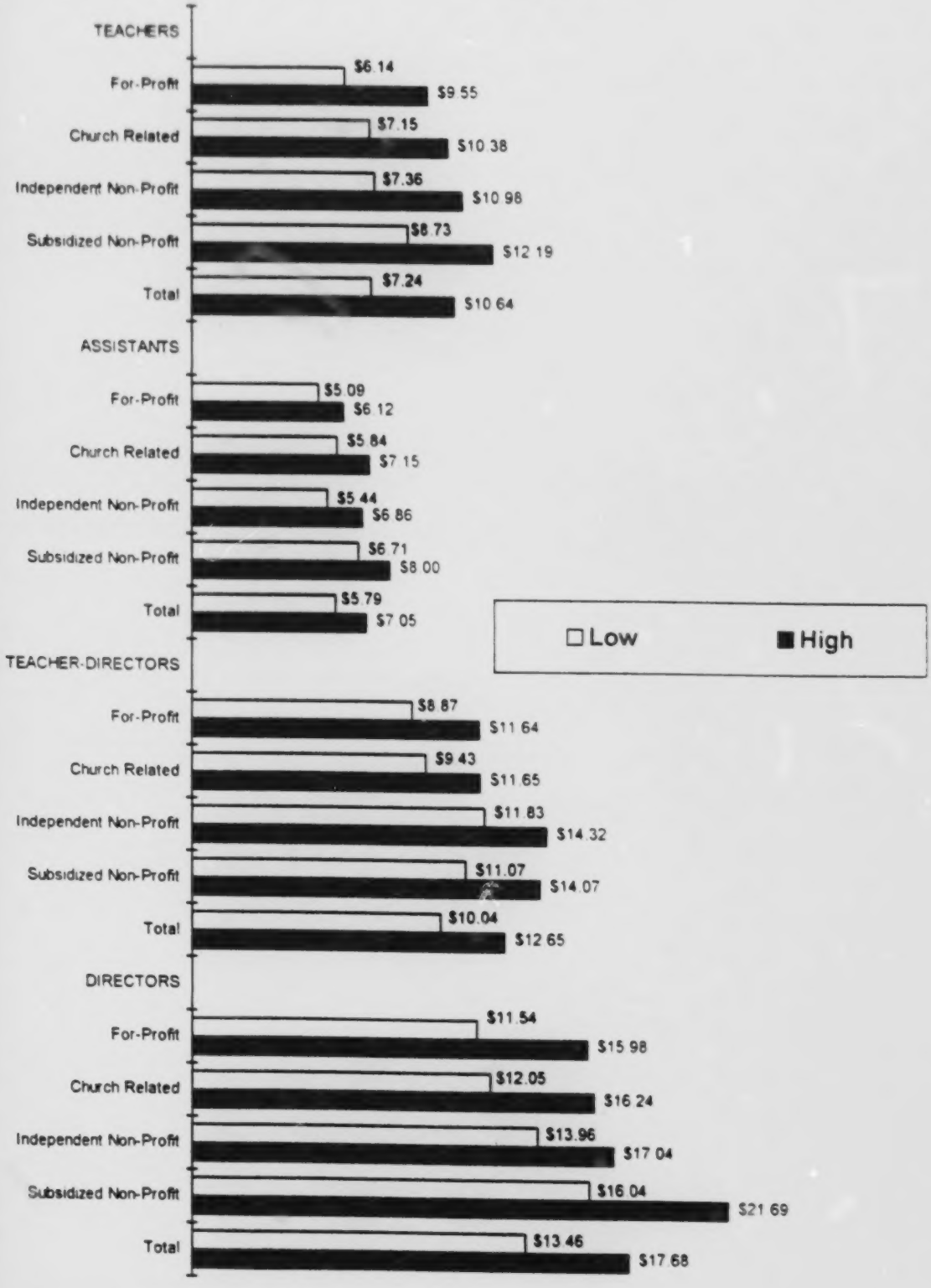
COLLECTIVE BARGAINING

Nationally, only 4% of the child care center work force participates in a collective bargaining unit or union.[23] In Los Angeles County, 8% of child care employers had collective bargaining agreements with teachers and/or assistants. Subsidized programs were most likely to be unionized (31%). Teachers and assistants at all levels who worked under collective bargaining agreements earned signficantly higher wages than unrepresented teaching staff. For example, teachers who were union members earned average starting salaries of $10.30 per hour compared with an average of $6.98 earned by non-members. Entry-level assistants earned an average of $8.35 when covered by collective bargaining, compared to an average of $5.60 earned by those assistants not covered.

Staff Turnover

In Los Angeles County, as in all communities, low wages and poor benefits fuel high staff turnover among child care teaching staff which undermines the caliber of services that children receive. The 1995 turnover rate[24] was 16% for teachers and 20% for assistants. Close to one-fifth of Los Angeles County child care staff leave their centers within one calendar year. While these turnover rates were lower than rates for child care workers nationally,[25] they are twice as high as those found among public school teachers. Nationally, public school teachers left their jobs at a rate of slightly less than 10% in 1990-1991.[26]

Figure 6: Hourly Wage by Child Care Center Type in Los Angeles County*



* Wages presented are averages.

Turnover in Los Angeles County varied by region in some cases as is described in Part II of this report. Regions in which child care teaching staff earned below average wages demonstrated turnover of between 30% and 50%.

Los Angeles County's turnover is comparable to that found in several comparable studies in urban California counties completed in the last two years. These rates which hover around 20% differ markedly from the 30% to 50% turnover rates reported in these same communities in the early 1990's. Yet in these counties, as in Los Angeles County, we have seen no real increase in staff salaries and benefits. In fact, when we factor in the rate of inflation, staff salaries have stagnated both nationally and in specific California counties.[3] We know less about changes in the composition of the work force, yet educational findings suggest that child care staff currently employed are not unlike those employed in the early 1990's with respect to education. We have hypothesized that the lower rates of staff turnover in child care centers are a function of the broader economic environment of many counties in California which continue to be characterized by high unemployment and slow job growth since the early 1990's.

. . . Programs that paid entry-level assistants more than $6.00 per hour reported half as much turnover (14%) as those paying less (29%). Programs that paid starting salaries to teachers of more than $8.00 per hour also reported half the amount of turnover (10%) compared to those that paid less (21%).

Another possible explanation for reduced turnover rates lies in the increasing visibility of turnover in individual programs and in the child care industry in general. Because high staff turnover has become a widely recognized indicator of low quality services, respondents may be reluctant to disclose staff departures.

Child care teachers (56%) and assistants (43%) in Los Angeles County were most likely to have worked in their centers between one and five years. There were, however, significant differences in staff tenure by auspice. Overall, teachers and assistants in for-profit programs had shorter staff tenure than teachers in non-profit programs. For example, for-profit programs employed more teachers with six months or less tenure than did all non-profit programs; and fewer teachers in for-profit programs had more than five years tenure than did teachers in all non-profit programs.

Figure 7

HIGHER COMPENSATION;
MORE RESOURCES FOR EDUCATION AND TRAINING

⇩

LOWER TURNOVER;
WELL-TRAINED AND CONSISTENT STAFF

⇩

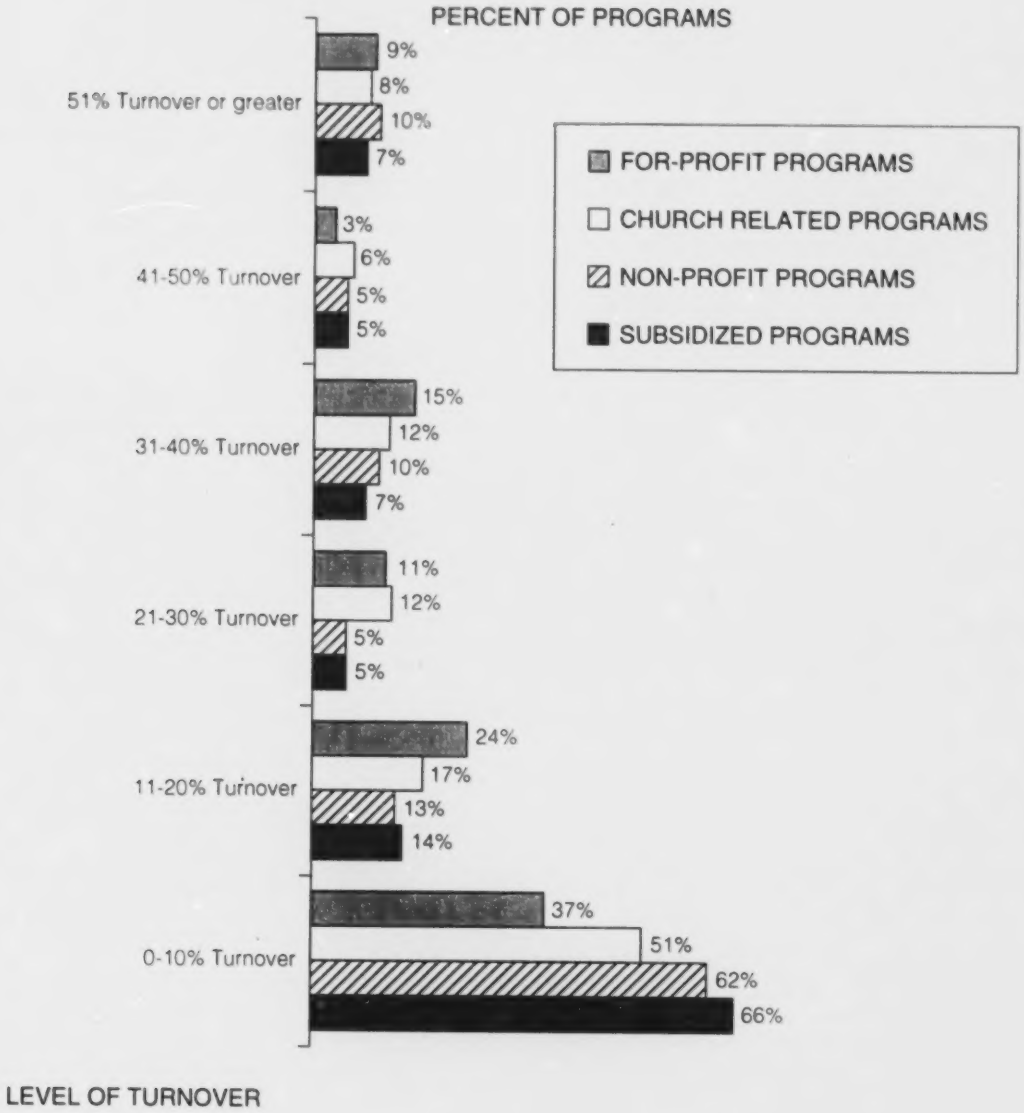
BETTER LANGUAGE, SOCIAL SKILLS
AND EMOTIONAL STABILITY
FOR CHILDREN

Understanding Staff Turnover: The role of wages, education , auspices, and collective bargaining

Teaching staff turnover in Los Angeles County child care centers follows a pattern found in other communities: when programs offer higher wages they are able to recruit and retain better educated staff. For example:

- **Programs that paid higher wages had lower turnover rates for entry-level and experienced teachers and assistants, a factor associated with better quality care.** Programs that paid entry-level assistants more than $6.00 per hour reported half as much turnover (14%) as those paying less (29%). Programs that paid teachers starting salaries of more than $8.00 per hour also reported half the turnover (10%) of programs that paid less (21%).

Figure 8: Teachers Turnover in Four Types of Programs



- **Better paying programs were more likely to employ better educated teaching staff, another crucial ingredient of program quality. Moreover, more highly educated staff demonstrated lower turnover rates and longer tenure.**

- **Non-profit programs reported lower teacher turnover than for-profit programs: teacher turnover in non-profits was 15% compared to 21% in for-profit programs.** Assistant turnover, which did not differ by auspices, did vary by non-profit subsector: non-profit independent programs (43%) and church related programs (24%) reported higher turnover than subsidized programs (7%). Figure 8 shows the distribution of teacher turnover by program type.

- **Programs covered by collective bargaining agreements had comparatively low turnover.** Assistants in programs covered with a union contract left at a rate of 3% per year, whereas non-union programs reported a 26% turnover rate for assistants. Teacher turnover was twice as high in non-union programs (18%) than in unionized programs (8%). Collective bargaining, rarely a feature of the child care work place outside of subsidized programs, is also associated with higher staff wages and more formal education.

Benefits

Health Care Insurance

Benefits comprise an important component of an employee's overall compensation package. Health insurance is typically the most expensive and most valued benefit that employers offer. The NCCSS (Updated, 1993) found that only 18% of child care centers offered fully paid health care benefits to all of their teaching staff. Over one-third of centers (36%) offered no health care benefit to any staff and the remaining 46% of centers offered partially paid plans to all or a portion of their teaching staff.[28]

*Figure 9: Health Insurance Offered in Los Angeles County**

	Teachers	Assistants	Directors
No Insurance	45%	55%	28%
Partial Insurance	26%	21%	25%
Full Insurance**	29%	24%	47%

* These data indicate the percentage of programs that offered benefits to staff, not the percentage of staff who accepted them. For example partial health insurance coverage, which requires a financial contribution from staff, may not be accepted by staff unable to afford the premium or co-payment.

** Full insurance includes full individual only, full individual/partial dependent, and full individual/full dependent coverage.

The level of coverage offered to child care staff in Los Angeles County was comparable to the low level offered nationally. In Los Angeles County, one-half of programs provided no health insurance to full-time teaching staff, and almost one-third of programs did not cover directors (see figure 9). Another quarter of programs offered teachers, assistants, and directors partial coverage, a benefit that may prove of no value to a low wage employee who cannot afford the premium balance and/or copayments. Only a small fraction of the sample offered fully-paid dependent health coverage, an important benefit for teaching staff with children.

In Los Angeles County, one-half of programs provided no health insurance to full-time child care teaching staff and almost one-third of programs did not cover directors.

Subsidized child care programs offered teachers, assistants, and directors more extensive health care insurance than did any other child care employer. For-profits and church related non-profits were less likely to offer health care benefits to assistants than were independent non-profit and subsidized programs.

Directors of for-profit and church related programs were most likely to indicate that they would improve staff benefits if additional funds were available.

Other Employee Benefits

The trend for subsidized programs to offer better coverage to teaching staff held true in the provision of dental and life insurance, pension plans, and paid maternity/paternity leave. For-profit programs were less likely to offer these benefits than were non-profit programs.

In contrast, for-profit programs (89%)[29] offered reduced-fee child care to staff with young children more often than did all other program types. Subsidized programs were least likely of all programs (42%) to offer reduced fee services to teaching staff. These trends have been documented in the National Child Care Staffing Study, which also found that programs providing reduced fee child care were of lower quality than those without the benefit. The NCCSS finding that staff-child ratios were worse in programs that offered the benefit to employees offers one explanation for this correlation. See figure 10.

Working Conditions

Like wages and benefits, working conditions influence the level of satisfaction child care staff experience in their work with young children. Centers that offer paid planning periods, paid staff meetings, and a salary schedule, for example, support program quality by compensating fairly and acknowledging with pay the hours beyond direct classroom time necessary to provide effective early care and education. In Los Angeles County assistants typically shared comparable working conditions with teachers (see figure 11). One notable exception is a paid planning period. Three quarters of programs (76%) offered teachers paid planning periods, whereas only one-half (55%) offered this benefit to assistants. Twelve percent of programs failed to offer paid breaks to full-time teaching staff, despite the fact that federal wage and hour laws mandated a ten minute break every four hours. The working conditions found in child care programs in Los Angeles County were comparable to those reported in surveys of other California counties.

Center Funding Sources

In Los Angeles County as in other communities, non-profit child care programs typically rely on a variety of funding sources, in addition to parent fees. Subsidized programs received a substantial portion of their budget from public subsidies (57%), whereas for-profit and church related programs drew most of their income from parent fees (96%). Independent non-profit programs occupied the middle ground with 76% of their budget funded by parent fees. Independent non-profit and subsidized programs, which reported the most diverse funding base, traditionally went beyond parent fees to draw on private donations and corporate and public subsidies.

Corporate contributions to child care centers in Los Angeles County were limited. Subsidized programs, the most likely recipient of corporate dollars, received, on average, 5% of their budget from this source. Non-profit independent programs received 3% of their total budget from corporate contributors, while for-profit and church related programs received less than 1%. This level of corporate giving to child care programs is comparable to that reported in the City of San Francisco and Alameda County, California.[30]

Programs reported spending between 48% and 62% of their budgets for teaching staff personnel costs in 1995. For-profit programs allocated a lower percentage of their budget to these personnel costs than did all other programs. Non-profit independent, subsidized, and church related programs did not differ in their allocation of budget for teaching staff personnel.

Summary

Like child care teaching staff around the country, Los Angeles County teachers and assistants earned very low wages and lacked basic benefits, such as health insurance and

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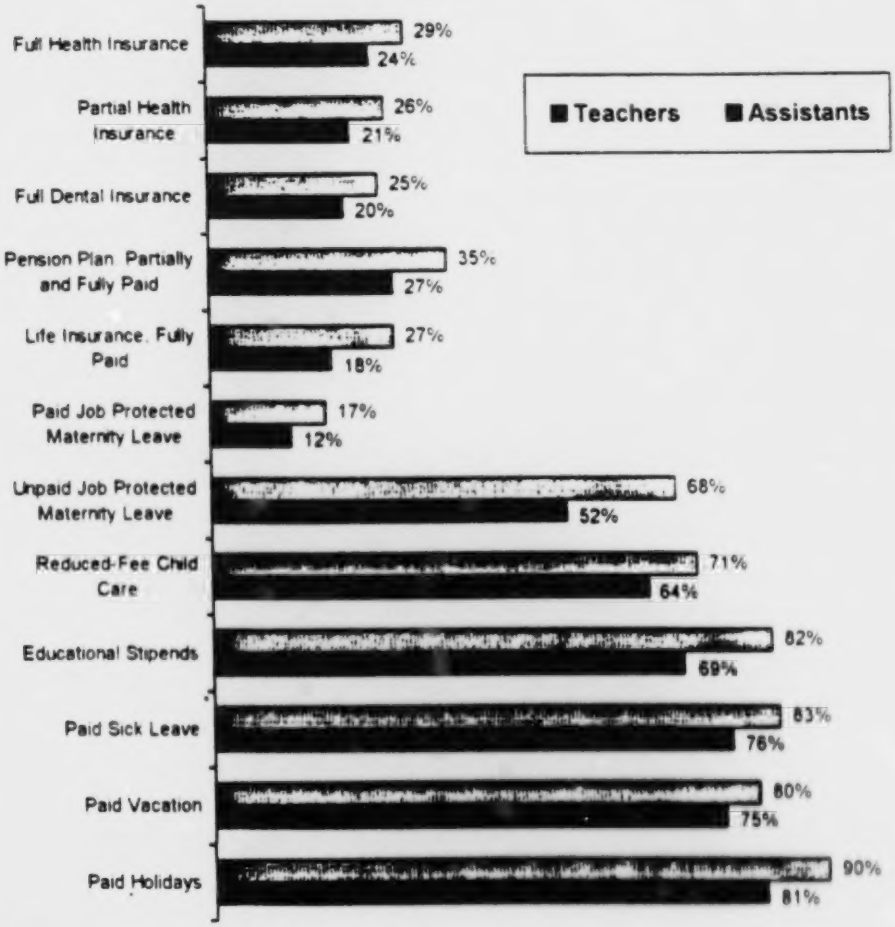
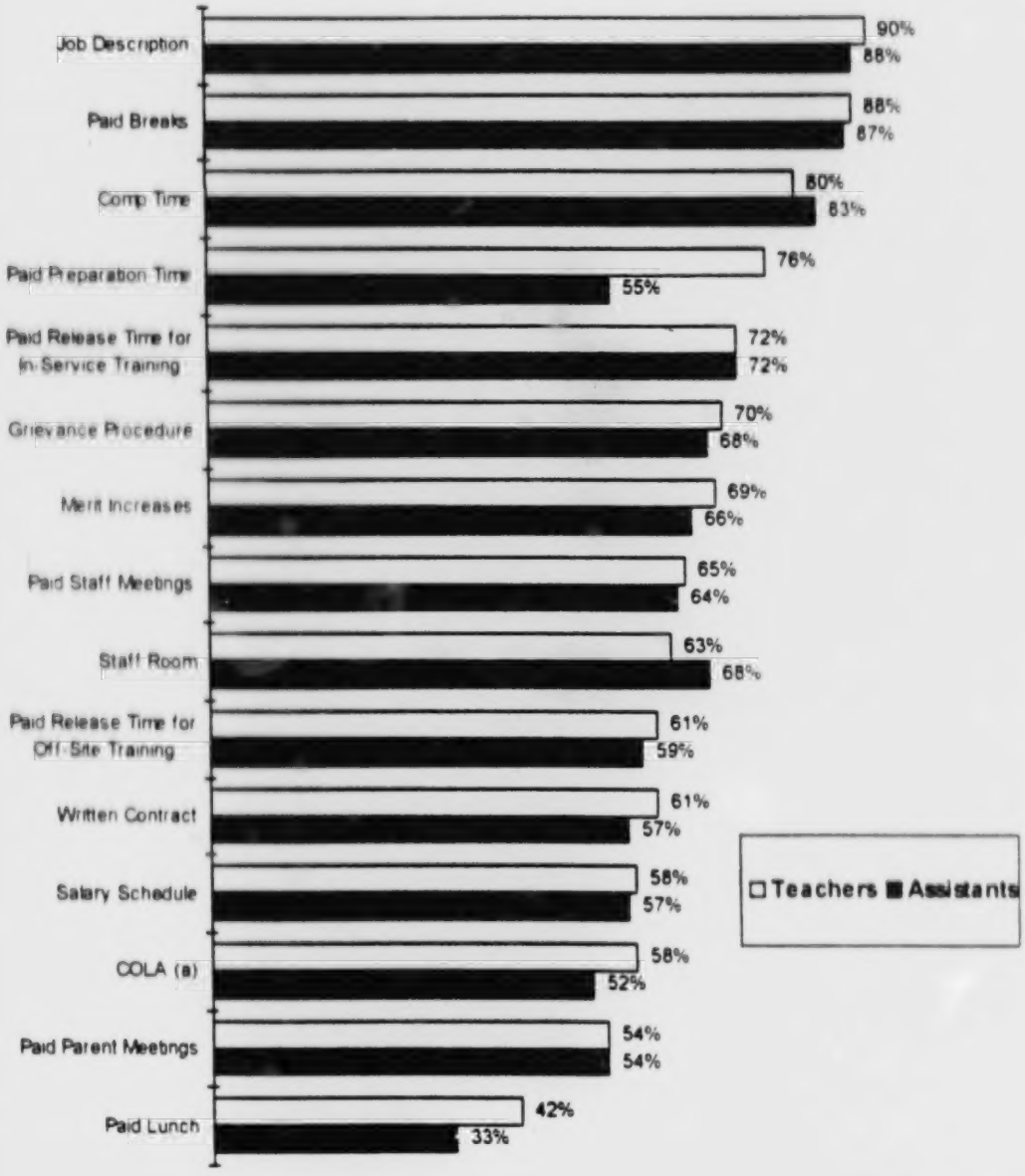
pension plans. For-profit programs typically hired less qualified staff and offered staff significantly lower salaries, resulting in higher turnover than found in non-profit programs. Programs that received substantial subsidies attracted and retained employees with more education through a combination of better salaries, benefits, and working conditions. Better compensation has been linked with improved outcomes for children in all major studies of child care quality. In the following section, we explore the differences in child care staff, background, compensation, and working conditions in the eight regions of Los Angeles County.

Figure 10: Benefits Offered in Los Angeles County



Paid Sick Leave= 8 days
Paid Vacation= 9 days
Paid Holidays= 10 days

Figure 11: Working Conditions in Los Angeles County



(a) Cost of Living Adjustment

ANTELOPE VALLEY

	TEACHERS	ASSISTANTS	DIRECTORS
AVERAGE HOURS WORKED PER WEEK	31	28	46
EDUCATION	Some college	Some college	CDA/AA
SALARY-STARTING	$5 48	$4 81	$9 79
SALARY-HIGHEST	$8 23	$5 56	$14 00
HEALTH COVERAGE	None	None	Partial
PROGRAMS OFFERING YEARLY COST OF LIVING INCREASES	37%	20%	N/A
ANNUAL TURNOVER	30%	60%	6%

SAN GABRIEL

	TEACHERS	ASSISTANTS	DIRECTORS
AVERAGE HOURS WORKED PER WEEK	34	26	40
EDUCATION	Some college	Some college	B A /B S or higher
SALARY-STARTING	$6 89	$5 90	$12 88
SALARY-HIGHEST	$10 18	$7 16	$18 59
HEALTH COVERAGE	Partial	None	Full individual
PROGRAMS OFFERING YEARLY COST OF LIVING INCREASES	64%	62%	N/A
ANNUAL TURNOVER	16%	19%	12%

SAN FERNANDO

	TEACHERS	ASSISTANTS	DIRECTORS
AVERAGE HOURS WORKED PER WEEK	34	28	40
EDUCATION	CDA/AA or higher	Some college	B A /B S or higher
SALARY-STARTING	$7 58	$5 92	$13 86
SALARY-HIGHEST	$10 87	$7 12	$17 19
HEALTH COVERAGE	Partial	None	Full individual
PROGRAMS OFFERING YEARLY COST OF LIVING INCREASES	62%	58%	N/A
ANNUAL TURNOVER	16%	18%	13%

NA = Not available

METRO

	TEACHERS	ASSISTANTS	DIRECTORS
AVERAGE HOURS WORKED PER WEEK	38	37	42
EDUCATION	CDA/AA or higher	Some college	Graduate degree in ECE
SALARY-STARTING	$8 28	$5 65	$15 16
SALARY-HIGHEST	$11 93	$6 87	$20 02
HEALTH COVERAGE	Full individual	Full individual	Full individual
PROGRAMS OFFERING YEARLY COST OF LIVING INCREASES	56%	42%	N/A
ANNUAL TURNOVER	11%	7%	10%

WEST

	TEACHERS	ASSISTANTS	DIRECTORS
AVERAGE HOURS WORKED PER WEEK	30	30	40
EDUCATION	CDA/AA or higher	Some college	Graduate degree
SALARY-STARTING	$9 16	$6 66	$14 80
SALARY-HIGHEST	$13 04	$8 69	$18 65
HEALTH COVERAGE	Full individual	Full individual	Full individual
PROGRAMS OFFERING YEARLY COST OF LIVING INCREASES	57%	44%	N/A
ANNUAL TURNOVER	17%	14%	21%

EAST

	TEACHERS	ASSISTANTS	DIRECTORS
AVERAGE HOURS WORKED PER WEEK	35	30	43
EDUCATION	Some college to CDA or AA	Some college	B A /B S or higher
SALARY-STARTING	$6 21	$5 43	$11 30
SALARY-HIGHEST	$10 05	$6 69	$14 09
HEALTH COVERAGE	None	None	Full individual
PROGRAMS OFFERING YEARLY COST OF LIVING INCREASES	48%	50%	N/A
ANNUAL TURNOVER	10%	24%	10%

SOUTH

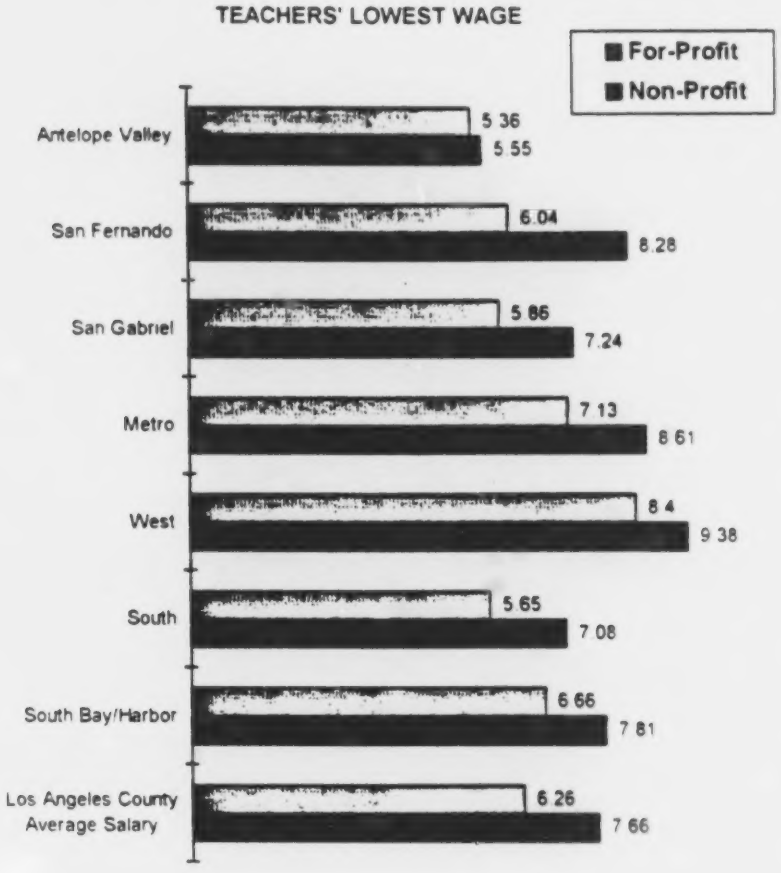
	TEACHERS	ASSISTANTS	DIRECTORS
AVERAGE HOURS WORKED PER WEEK	38	37	42
EDUCATION	CDA/AA or higher	Some college	Graduate degree
SALARY-STARTING	$6 53	$5 43	$15 24
SALARY-HIGHEST	$9 86	$6 28	$19 14
HEALTH COVERAGE	Partial	Full individual	Full individual and dependents
PROGRAMS OFFERING YEARLY COST OF LIVING INCREASES	46%	22%	N/A
ANNUAL TURNOVER	23%	23%	25%

SOUTH BAY/HARBOR

	TEACHERS	ASSISTANTS	DIRECTORS
AVERAGE HOURS WORKED PER WEEK	33	27	42
EDUCATION	Some college to CDA or AA	Some college	B A /B S or higher
SALARY-STARTING	$7 35	$5 68	$13 72
SALARY-HIGHEST	$10 71	$6 91	$17 51
HEALTH COVERAGE	Partial	None	Full individual
PROGRAMS OFFERING YEARLY COST OF LIVING INCREASES	66%	59%	N/A
ANNUAL TURNOVER	20%	33%	11%

Figure 12 (cont.): Average Staff Profile in the Eight Los Angeles County Regions

Figure 13: Teachers' Starting Salaries by Region



PART II

LOS ANGELES COUNTY REGIONAL FINDINGS

In the following sections, findings are presented for each of the eight planning areas of Los Angeles County. See figure 1 for a definition of the eight regions and figure 3 for a description of the sample. Data relating to child care staff demographics, education, wages, turnover, and health benefits are presented for all areas. Significant differences among programs in the eight regions of Los Angeles County are explored. Differences between program auspices, e.g., for-profit/non-profit status in each of the eight regions, are also discussed.

Antelope Valley

Antelope Valley child care programs comprised 3% of all programs in Los Angeles County (N=84). To insure an adequate sample size, we mailed survey instruments to all 84 programs in Antelope Valley. A total of 20 Antelope Valley programs returned their surveys; all were single site. Thus, 24% of all licensed child care programs in Antelope Valley participated in the survey. Sixty percent operated as non-profits and forty percent as for-profit entities.

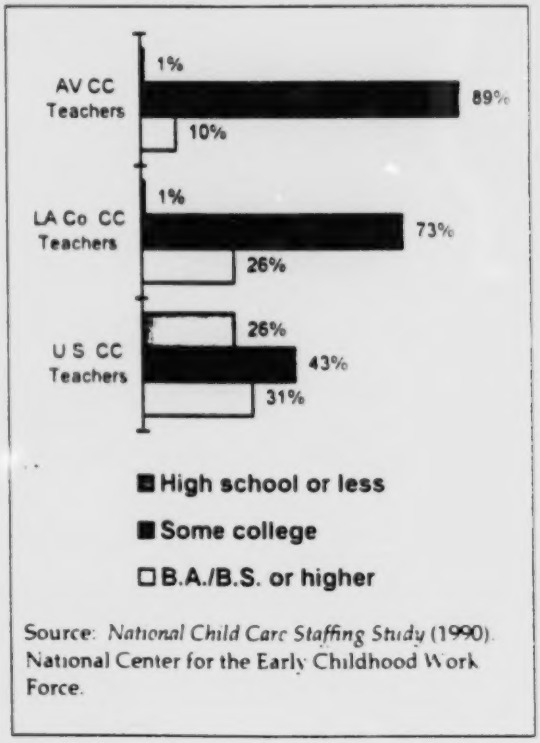
Demographics

Reflecting the racial composition of this area of Los Angeles County,[31] Antelope Valley child care teaching staff were more likely to be Caucasian than their counterparts in any other part of the county. The racial/ethnic composition of Antelope Valley teachers was 70% Caucasian, 15% Latino, 7% African-American, 2% Asian, 2% Alaskan/American Indian, and 2% Multi-Racial.[32] The racial/ethnic composition of assistants was 72% Caucasian, 23% Latino, and 5% Asian.

Education

Teachers in Antelope Valley were less educated than teachers in any other region of Los Angeles County. Specifically, teachers in Antelope Valley were least likely among teachers in Los Angeles County to have achieved a Bacherlor's degree or higher (see figure 14). The majority of assistants had some college background (81%). Non-profit programs were more likely to report that teachers were involved in training (not for college credit) than were for-profits. No differences were found in teachers pursuit of training for college credit between auspices.

Figure 14:
Educational Level of Antelope Valley Child Care Teachers



Source: *National Child Care Staffing Study* (1990). National Center for the Early Childhood Work Force.

Wages

Teachers' and assistants' average wages in Antelope Valley were lower than in any other region in Los Angeles County, although family income was higher in Antelope Valley than average in Los Angeles County, with the majority of household incomes between $35,000 and $75,000 annually.[33] Entry-level teachers earned $5.48 per hour or $9,590 annually.

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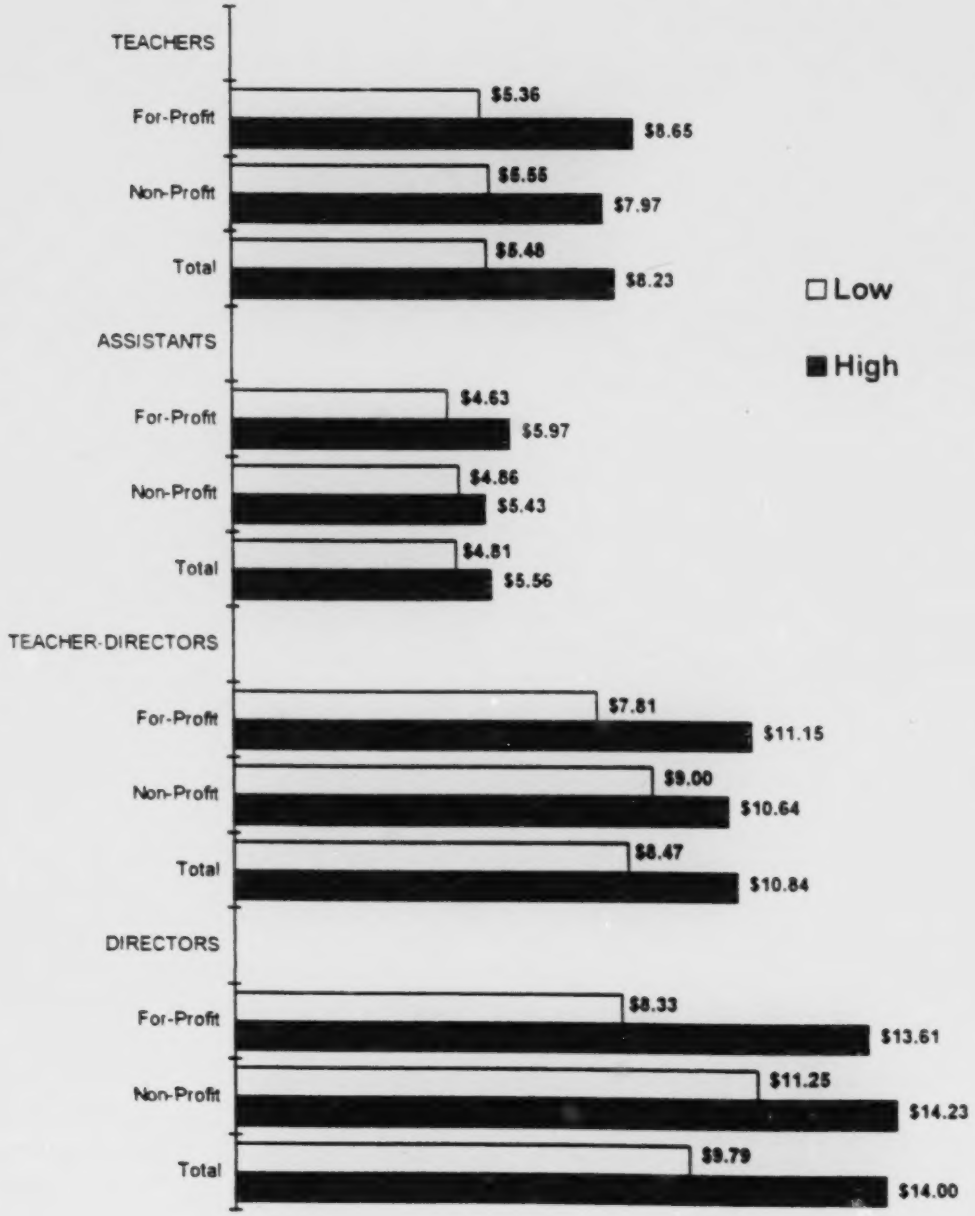
Figure 15: Child Care Staff Wages ■ Antelope Valley



Highest paid teachers in Antelope Valley also earned significantly lower salaries than their counterparts in any other region of Los Angeles County. Antelope Valley entry-level assistants were the lowest paid, with the exception of assistants in East who shared very low salaries. No significant differences in wages by program auspices were found in Antelope Valley.

Health Benefits

Health benefits were offered to a minority of Antelope Valley child care teaching staff. Three-quarters (74%) of programs offered no coverage to teachers and 90% offered none to assistants. Only 5% of programs offered fully paid benefits to teachers and no program offered these benefits to assistants. Teachers and assistants employed in Antelope Valley programs received the lowest level of health insurance of any region in Los Angeles County.

Staff Turnover

Turnover of assistants was higher in Antelope Valley programs than in any other region in Los Angeles County, and teacher turnover was higher in Antelope Valley than any other region with the exception of South (Antelope Valey and South programs reported equivalent teacher turnover). Over one-third (36%) of teachers and almost two-thirds (60%) of assistants left their programs in 1994-5. In Antelope Valley, for-profit programs were more likely to employ teachers with a tenure of six months or less than were non-profit programs.

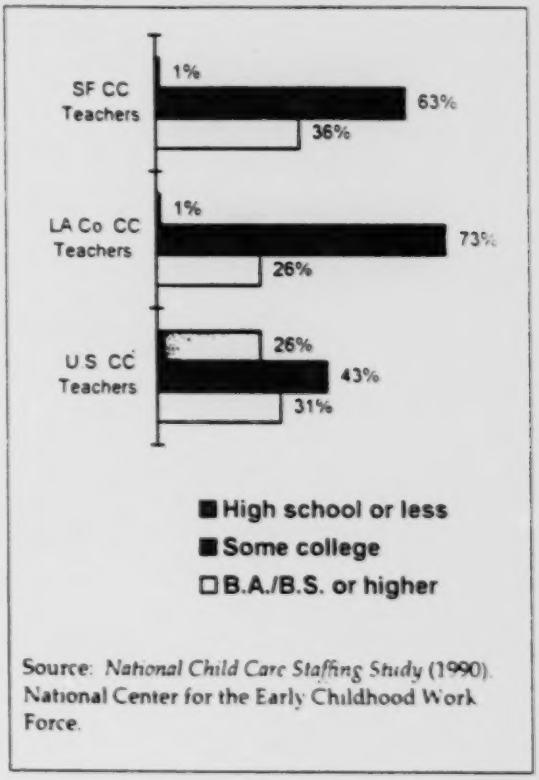
San Fernando

San Fernando child care programs comprised 19% of all programs in Los Angeles County (N=475). One hundred ninety San Fernando programs were randomly selected to participate in the survey. The final San Fernando sample included 49 programs (70 sites), which represented a response rate of 26%. Overall, 11% of all licensed child care center programs in San Fernando participated in the survey. Seventy-six percent operated as non-profits and twenty-four percent as for-profit entities.

Demographics

As in Antelope Valley, teachers in San Fernando were predominantly Caucasian (70%). The remainder of teachers were, in descending order, Latino (14%), Asian (12%), African American (4%), Multi-Racial (1%), and other (6%), Assistants were more racially/ethnically diverse: 49% were Caucasian, 34% Latino, 12% Asian, 4% African American, and 2% other. The racial/ethnic composition of assistants reflects that of the general population of San Fernando.[34] Latinos, however, were under-represented among teachers compared to the community at large.

Figure 16:
Educational Level of San Fernando Child Care Teachers



Source: *National Child Care Staffing Study* (1990). National Center for the Early Childhood Work Force.

Education

Teachers in San Fernando were among the better educated child care staff in Los Angeles County. Over one third (37%) of San Fernando

teachers had completed a Bacherlor's degree or higher (see figure 16). The majority of assistants had some college background (72%), 9% had a Bacherlor's degree or higher, and 19% had a high school degree or less. Teachers employed by non-profit programs had more education on average than those employed by for-profits.

Wages

Teachers' entry-level wages in San Fernando were $7.58 per hour or $13,265 annually. Assistants started at $5.33 per hour, which translated to annual earnings of $9,326. With well over half (58%) of households reporting an income of $35,000 and above annually in San Fernando, child care teachers' and assistants' wages probably placed them among the lowest earners of the region. San Fernando teaching staff wages did not differ significantly from child care wages in Los Angeles County as a whole. The lowest paid assistants and teacher directors employed in non-profit programs earned significantly higher wages than their counterparts employed in for-profit programs.

Health Benefits

About one-half of programs offered no health benefits to teachers (45%) or assistants (56%) in San Fernando. About one quarter of the programs offered partially paid health insurance: 28% offered partial coverage to teachers and 25% offered partial coverage to assistants. Twenty-seven percent of programs offered fully-paid insurance to teachers and 19% offered a comparable level to assistants.

Working Conditions: Differences by Auspices

For-profit and non-profit programs differed in the working conditions experienced by teaching staff. As has been found in other studies in California and nationally,[35] non-profits were more likely to provide paid lunch breaks, salary schedules, pension plans, and paid, job protected maternity leave. For-profit programs were more likely to offer merit increases and reduced fee child care (for assistant teachers only). For-profits also offered more sick days and staff rooms, findings not replicated nationally.

Staff Turnover

Turnover among teaching staff in San Fernando did not differ from that found in Los Angeles County as a whole. Teacher turnover was 16% and assistant turnover was 18%.

San Gabriel

San Gabriel programs represented 20% of all programs in Los Angeles County (N=500). Out of 200 randomly selected programs, 59 (representing 123 sites) returned surveys. The response rate was 30%. Overall, 12% of all licensed child care centers in San Gabriel participated in the survey. Three-quarters (75%) of the final sample were non-profit, and one quarter (25%) were for-profit programs.

Demographics

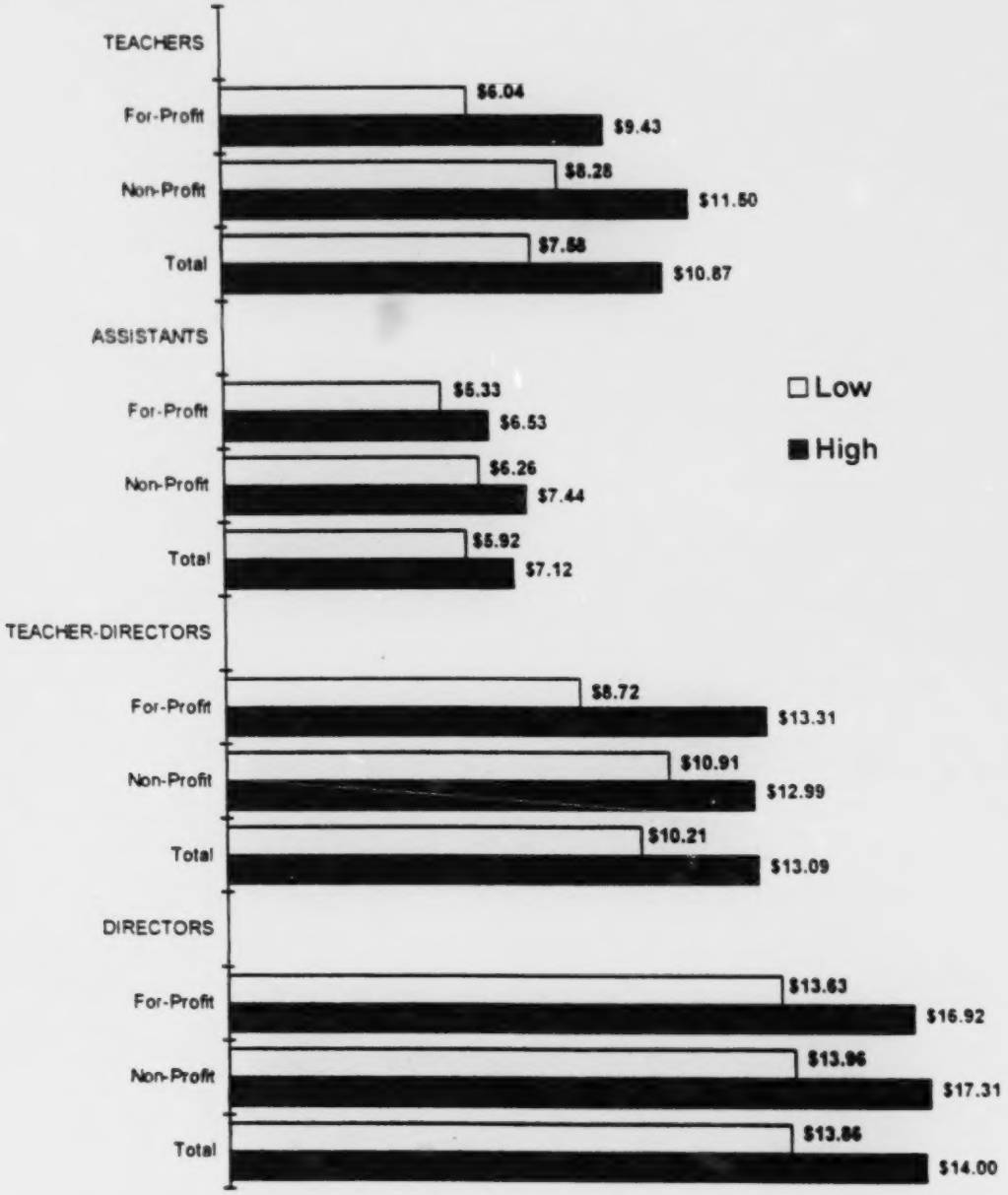
San Gabriel teaching staff approximated the racial/ethnic diversity of the region's residents. Teachers, however, were more likely to be Caucasian than was true of San Gabriel residents.[36] The racial/ethnic composition of San Gabriel teachers was 46% Caucasian, 29% Latino, 9% Asian, 8% African American, 3% Multi-Racial, 1% Alaskan/American Indian, and 3% other. Assistants more closely resembled the San Gabriel general population: 41% were Latino, 37% Caucasian, 9% Asian, 4% African American, 6% Multi-Racial, 1% Alaskan/American Indian, and 2% other.

Education

Teachers' educational background in San Gabriel was comparable to that of teachers in Los Angeles County as a whole (see figure 18). A majority of assistants had some college background (72%), 9% had a Bacherlor's degree or higher, and 18% had a high school degree or less.

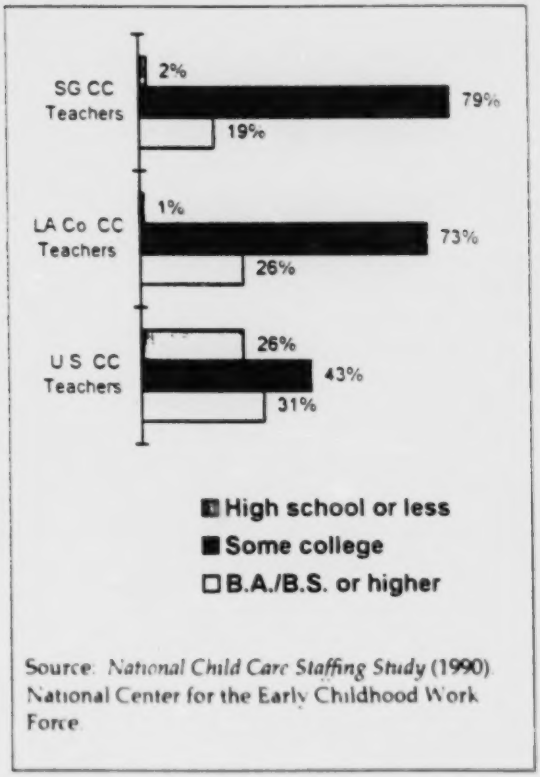
The educational background and ongoing training of staff employed by for-profits and non-profits were signficantly different from each other in San Gabriel as in the rest of Los Angeles County.

Figure 17: Child Care Staff Wages ■ San Fernando



Non-profits were more likely to employ teachers with a Bacherlor's degree in early childhood education or a related field than were for-profits. Non-profits were also more likely to employ assistants who had some college, whereas for-profits employed more assistants with high school degrees or less. Directors employed by for-profits were more likely to hold either a Child Development Associate degree (CDA) or an Associate's degree (AA) in ECE compared with more highly educated non-profit directors.

Figure 18:
Educational Level of San Gabriel Child Care Teachers



Source: *National Child Care Staffing Study* (1990) National Center for the Early Childhood Work Force

Training opportunities for teachers were more abundant in non-profit programs. Non-profit programs were more likely to provide paid release time for teachers for off-site training and to pay teachers for on-site training. Teachers employed by non-profit programs were more likely to be pursuing training for college credit compared to those working at for-profits. There were no differences found in the percentage of teachers pursuing training not for college credit by auspices.

Wages

Lowest paid teachers in San Gabriel programs earned $6.89 per hour or $12,058 annually. Assistants earned starting salaries of $5.90 per hour or $10,325 annually. With 56% of San Gabriel resident households earning $35,000 and above, child care teaching staff earned among the lower incomes in the region. Teaching staff wages did not differ significantly from those earned by their counterparts in other Los Angeles County regions. Lowest paid assistants and teacher directors employed by non-profit programs earned significantly higher wages than their counterparts employed in for-profit programs.

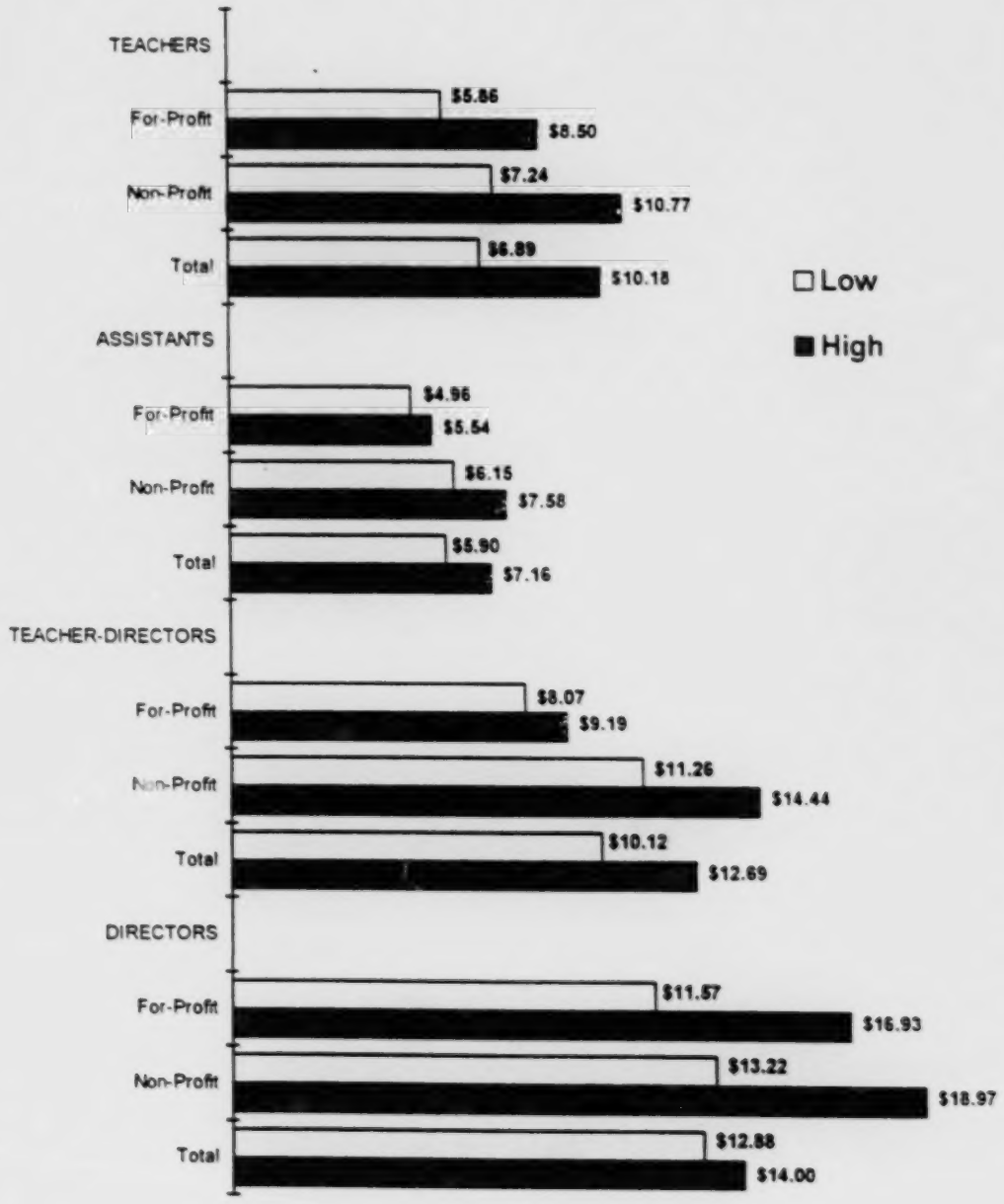
Health Benefits

About half of San Gabriel programs offered no health insurance to teachers (43%) and assistants (57%). About one-third (31%) of programs offered fully paid coverage to teachers, and one-fifth (22%) offered fully paid coverage to assistants. The remainder of the programs offered partially paid coverage to teaching staff.

Working Conditions: Differences by Auspices

Teaching staff employed by non-profit programs in San Gabriel were more likely to have an array of working conditions considered standard in many industries than were for-profit staff. For example, non-profits were more likely to provide assistants with a grievance procedure and paid holidays. Teachers had a greater number of paid sick days. Both teachers and assistants employed by non-profits were more likely to have a written job description and a pension plan.

Figure 19: Child Care Staff Wages ■ San Gabriel



Staff Turnover

Turnover among teaching staff in San Gabriel did not differ from that found in Los Angeles County as a whole. Teacher turnover was 16% and assistant turnover was 19%. Non-profit programs reported that they had a higher percentage of teachers who had been in the program five years or longer than did for-profit programs.

Metro

Metro child care programs comprised 11% of all programs in Los Angeles County (N=285). Initially, 114 Metro programs were randomly selected to participate in the survey. Nineteen programs (123 sites) returned their surveys for a response rate of 17%. Overall, 7% of all licensed child care center programs in Metro participated in the survey. Seventy-four percent of programs in the final sample were non-profit programs and twenty-six percent were for-profits.

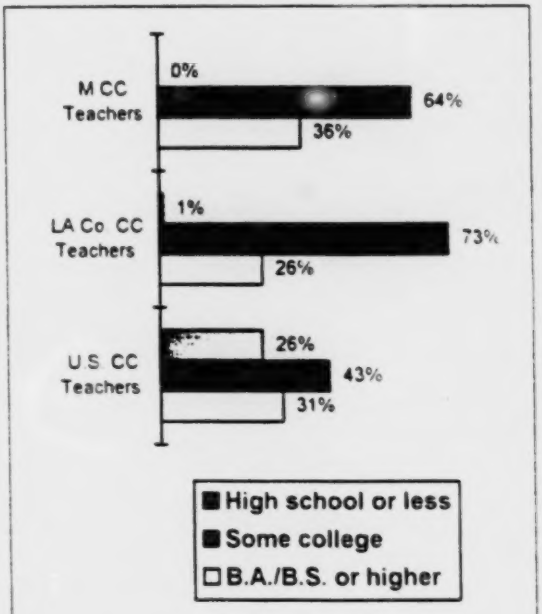
Demographics

Child care teaching staff in Metro programs reflected the racial/ethnic diversity of the region.[v] The racial/ethnic composition of teachers was 40% Latino, 24% Caucasian, 17% Asian, 14% African American, 1% Multi-Racial, and 1% other. Assistants were predominately Latino (77%), and in descending order, Caucasian (10%), Asian (8%), and African American (5%). Metro is among the most diverse regions in Los Angeles County. Metro programs reported the greatest number of Latino teachers and assistants in Los Angeles County. Together with South, it had the fewest Caucasian teachers and assistants in Los Angeles County

Education

Teachers employed by Metro programs were among the best educated in Los Angeles County. In this region teachers were among those more likely to have a Bacherlor's degree in early childhood education or a related field. Over one-third of teachers (36%) had a Bacherlor's degree or higher (see figure 20). Assistants were almost as likely to have a high school degree or less (43%) as they were to have some college (51%). Six percent of assistants had a Bacherlor's degree or higher. The small sample size of this region did not permit testing of educational differences among staff employed by programs of different auspices.

Figure 20:
Educational Level of Metro Child Care Teachers



Source: *National Child Care Staffing Study* (1990) National Center for the Early Childhood Work Force.

Wages

Child care teachers' wages in Metro programs were among the highest child care teacher salaries in Los Angeles County, although they were much less than those earned by comparably educated workers.[vi] Lowest paid teachers earned $8.28 per hour or $14,490 annually. Other studies have demonstrated a modest correlation between teacher's educational attainment and child care wages.[vii] Lowest paid assistants' salaries, which were $5.65 per hour or $9,888 annually, did not differ from the average Los Angeles County salary.

The average household income in Metro was significantly lower than the average in Los Angeles County. Almost one quarter (23%) of the population lived at or below the poverty level, compared with 16% of the general Los Angeles County population. The majority of families (66%) earned $34,999 or below. Subsidized child care, which historically has been concentrated in low-income communities, has paid child care center staff higher salaries. A significantly greater concentration of subsidized programs was found in Metro and in South than in all other regions of Los Angeles County.

Health Benefits

The majority of Metro programs offered teachers (88%) and assistants (70%) some form of health coverage. Half of all programs sampled offered teachers fully paid health plans, and 46% of programs offered the same to assistants.

Working Conditions: Differences by Auspices

As in several other regions of Los Angeles County, teaching staff employed by non-profits in Metro were more likely to have an array of working conditions considered standard in many industries. Non-profits were more likely to offer a written contract, salary schedule, grievance procedure, and a greater number of paid sick days than were for-profits.

Staff Turnover

Staff turnover was 11% for teachers and 7% for assistants, which did not differ significantly when compared with the findings for Los Angeles County as a whole, probably because of the small sample size. We can assume a trend toward lower turnover in Metro that would be evident with a larger sample. Staff tenure was influenced by program auspices: for-profit programs reported that they had more teachers employed for six months or less, on average, than did non-profits.

West

West child care programs comprised 7% of all programs in Los Angeles County (N=183). Seventy-three West programs were randomly selected to participate in the survey. Twenty-three programs, representing 39 sites, returned surveys, for a response rate of 32%. Overall, 13% of all licensed child care center programs in West Los Angeles participated in the survey. Non-profits comprised 78% of the final sample, and for-profit programs comprised 22%.

Demographics

The teaching staff of the West region was somewhat more diverse than residents in this region.[40] The racial/ethnic composition of teachers was 52% Caucasian, 14% Latino, 14% Asian, 13% African-American, 5% Multi-Racial, and 1% other. Assistants were also more likely to be people of color than was true of West residents: 49% were Caucasian, 24% Latino, 14% African American, 2% Asian, 6% Multi-Racial, and 5% other.

Education

Teachers and assistants employed by West programs were among the better educated teaching staff in Los Angeles County. One-third of teachers (35%) and 17% of assistants had a Bacherlor's degree or higher. Sixty percent of assistants had some college, and one quarter (24%) of assistants had a high school degree or less. The majority of teaching staff (79% of teachers and 58% of assistants) had some training in early childhood education or a related field.

For-profit programs employed teachers and directors with less education on average than did non-profits. Non-profits were more likely to pay for off-site training for teachers and assistants in this region of Los Angeles County.

Figure 21: Child Care Staff Wages ■ Metro

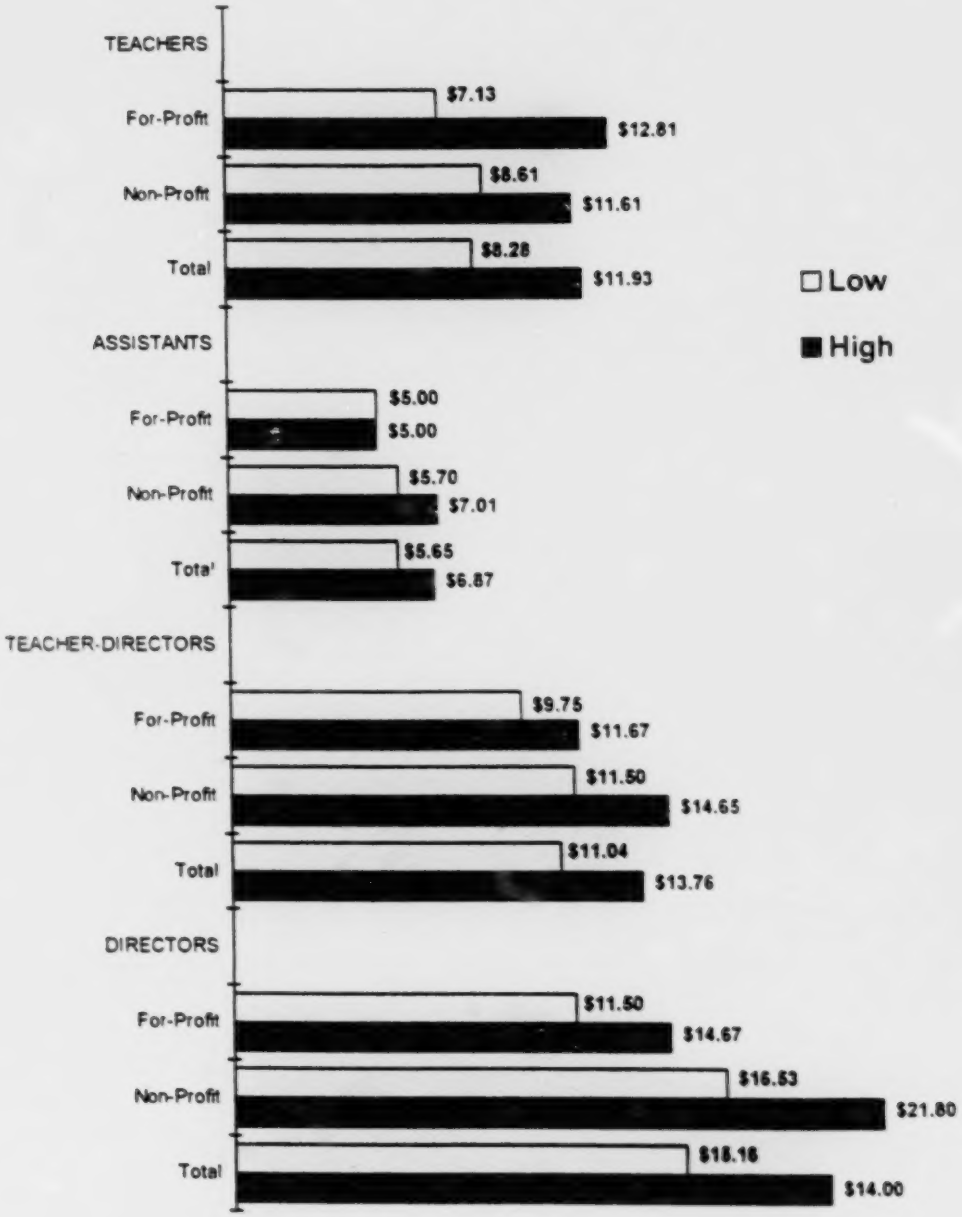
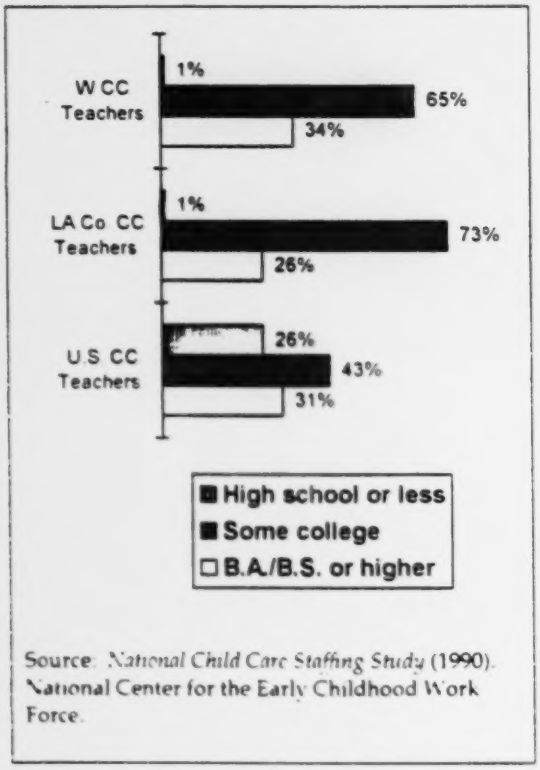


Figure 22:
Educational Level of West Child Care Teachers



Source: *National Child Care Staffing Study* (1990). National Center for the Early Childhood Work Force.

Wages

Child care programs located in West paid the highest staff salaries, on average, of all programs in Los Angeles County. Child care teachers' starting wages in West programs were $9.16 per hour or $16,030 on average, the highest average starting salary for teachers in Los Angeles County. Highest paid teachers in West received $13.04 per hour or $22,820 annually, among the higher salaries in Los Angeles County. West assistants at both wage levels earned the highest salaries on average in Los Angeles County (see figure 23).

Child care staff's higher salaries in West may reflect the higher incomes of families who pay greater fees to programs, a variable that have been found to influence child care staff salaries in other studies.[41] Over one quarter (26%) of the population of West reported household income of $75,000 and above. Well over half (59%) of West Los Angeles residents had household income of $35,000 and above, a significantly higher percentage than found in Los Angeles County as a whole.[42]

Health Benefits

The majority of programs offered child care teachers (70%) and assistants (79%) some kind of health coverage in West. About half of all programs sampled offered fully paid insurance to teachers (44%) and assistants (50%). Other programs offered partially paid benefits to teachers (26%) and assistants (29%). West had the highest level of health coverage for child care assistants in Los Angeles County.

Non-profits were more likely to offer assistants some kind of health coverage than were for-profits.

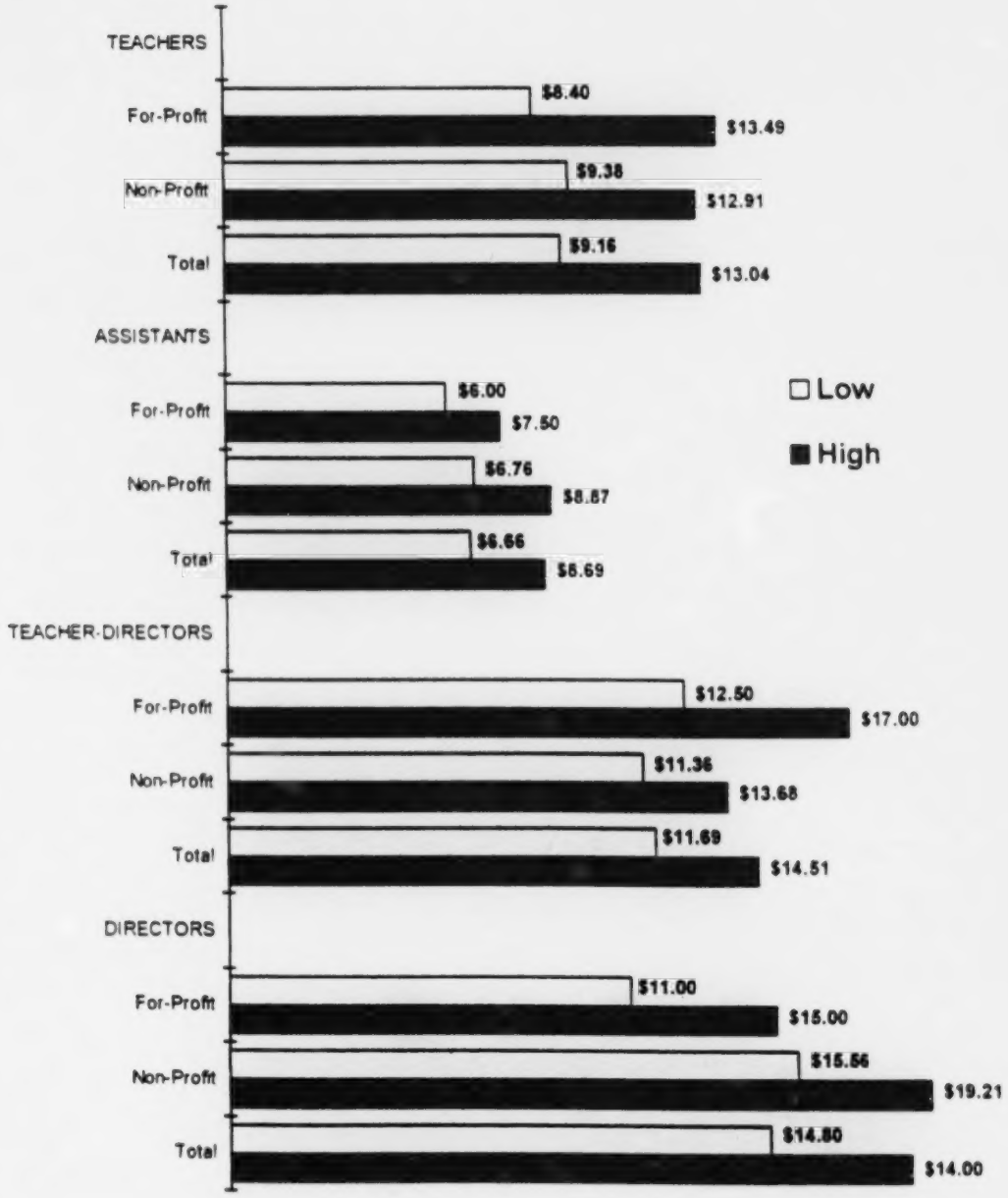
Working Conditions: Differences by Auspices

Non-profit programs were more likely to offer working conditions considered standard in many industries than were for-profits. For example, assistants employed by non-profits were more likely to have a grievance procedure. Non-profit programs offered a greater number of paid sick days and holidays to teachers than did for-profits. Non-profit centers were more likely to provide a staff room for teachers and assistants than were for-profit programs.

Staff Turnover

Turnover in West programs was 17% per year for teachers and 14% per year for assistants. These rates did not differ significantly from turnover in the broader Los Angeles County sample. For-profit programs had a higher percentage of teachers who had been with the center six months or less. Overall, non-profit programs had teachers with a longer tenure than did for-profits.

Figure 23: Child Care Staff Wages ■ West



South

South child care programs made up 13% of all programs in Los Angeles County (N=427). Out of 170 South programs randomly selected to participate in the survey, 13 single site programs returned surveys, for a response rate of 8%. Overall, 3% of all licensed child care programs in South Los Angeles participated in the survey. In total, 62% of programs were non-profit and 39% were for-profit. The sample size of the South region was too small to allow for the full array of statistical tests performed in other regions, and the findings may not represent the full range of child care programs in South.

Demographics

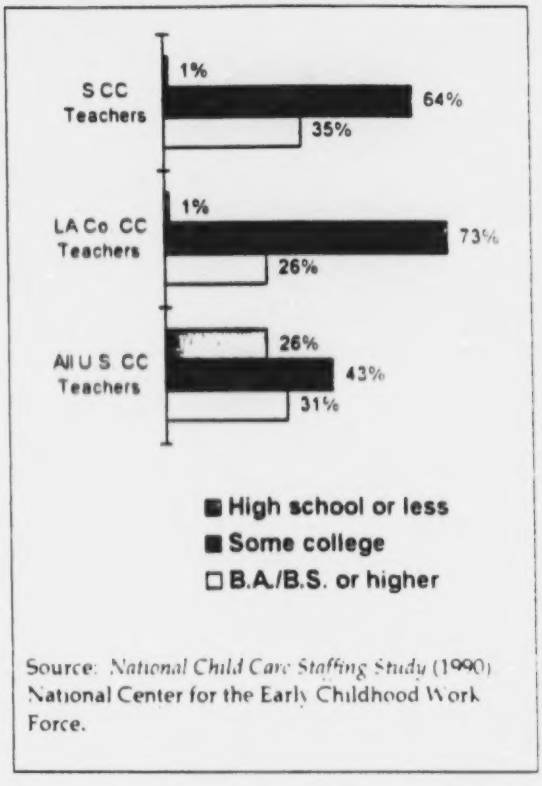
Child care teaching staff in South were most likely to be African American. This region had the lowest percentage of Caucasian teachers and assistants and the greatest number of African Americans employed in Los Angeles County child care programs. The racial/ethnic composition of teachers was 65% African American, 16% Latino, 12% Asian, 2% Caucasian, 2% Multi-Racial, and 1% other. The racial/ethnic composition of assistants was 62% African American, 22% Latino, 10% Caucasian, 2% Asian, and 5% other. Latinos constituted the most numerous racial/ethnic group among South Los Angeles residents, but were under-represented among both teachers and assistants.[43]

Education

Over one-third (36%) of teachers in South had a Bacherlor's degree or higher. South was among the regions with teachers with the most education in Los Angeles County. Assistants' education was typical for Los Angeles County as a whole. Most assistants had some college (74%), and a smaller percentage had a high school degree or less (19%), or a Bacherlor's degree or higher (2%) (see figure 24).

Directors of non-profit programs were more likely to have a graduate degree with an emphasis in early childhood education or a related field than were for-profit program directors.

Figure 24
Educational Level of South Child Care Teachers



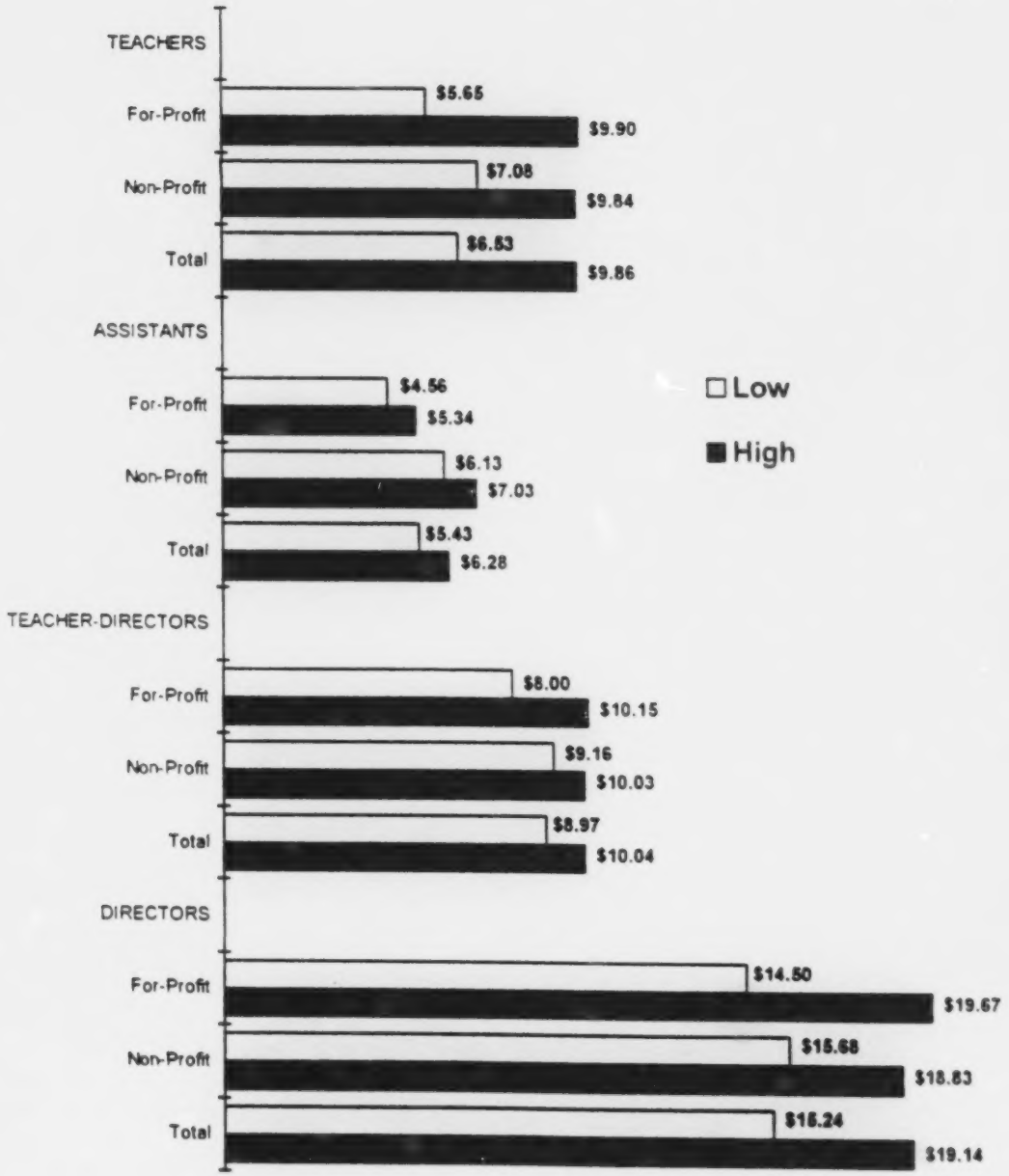
Source: *National Child Care Staffing Study* (1990) National Center for the Early Childhood Work Force.

Wages

Child care staff wages in South were typical for Los Angeles County as a whole. Lowest paid teachers earned $6.53 per hour or $11,428 annually. Assistants with lowest salaries earned $5.43 per hour or $9,503 annually. Higher paid assistants in South, who earned only 85 cents more per hour than the lowest paid assistants, were among the lowest paid experienced assistants in Los Angeles County.

Household incomes of South residents were among the lowest in Los Angeles County. Well over one-third of the households (37%) reported annual income of less than $15,000, and close to one-third (30%) lived at or below the poverty level. Child care teachers and assistants very low salaries were typical for the South region.

Figure 25: Child Care Staff Wages ■ South



Health Benefits

Thirty-nine percent of programs offered no coverage to teachers and 44% percent of programs offered none to assistants. Among those programs that offered health care coverage to teachers, programs were evenly split between providing full and partial benefits. Thirty-one percent of programs offered fully paid health insurance to teachers, and 31% offered only partial benefits. One third (33%) of programs provided fully paid health insurance to assistants and twenty-two percent offered these workers partially paid health benefits.

Working Conditions: Differences by Auspices

A number of differences in working conditions between non-profit and for-profit programs were identified in South. Non-profit programs were more likely to offer teachers pension plans and a greater number of sick days. For-profit programs more commonly paid staff for attendance at parent meetings.

Staff Turnover

Teachers and assistants both left their programs in South at a rate of 23% per year. Although South's teacher turnover did not differ significantly from Los Angeles County as a whole, a larger sample might show turnover to be higher in South for teachers.

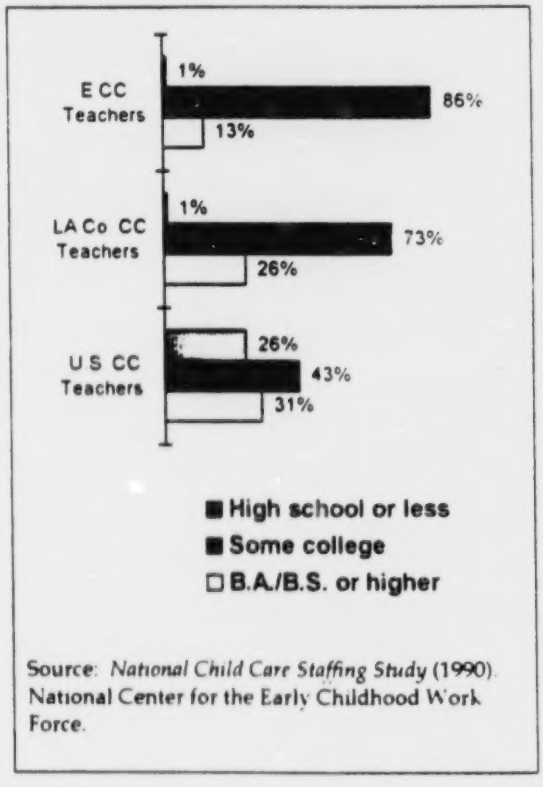
East

East child care programs comprised 10% of all programs in Los Angeles County (N= 247). Out of 99 East programs randomly selected to participate in the survey, 23 programs (27 sites) returned their surveys for a response rate of 23%. Overall, 9% of all licensed child care center programs in East participated in the survey. The final sample consisted of 74% non-profit and 26% for-profit programs.

Demographics

The racial/ethnic composition of East child care teaching staff differed from the region's residents.[44] Latinos comprised 84% of the population of the region, but occupied only 42% of teacher and 43% of assistant positions. In contrast, Caucasians constituted a higher proportion of the child care work force than the resident population. The racial/ethnic composition of teachers was 52% Caucasian, 42% Latino, 3% Asian, and 3% African American. The racial/ethnic composition of assistants was somewhat more diverse: 43% were Latino, 44% Caucasian, 8% Asian, 2% African American, 2% Multi-Racial, and 2% other. Together with teachers in the Metro region, teachers in East were more likely to be Latinos than those in other regions of Los Angeles County.

Figure 26
Educational Level of East Child Care Teachers



Source: *National Child Care Staffing Study* (1990). National Center for the Early Childhood Work Force.

Education

Teachers employed in East programs were among those in Los Angeles County most likely to have some college units as their highest level of education. It was less common for teachers in East to have

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completed a Bacherlor's degree or higher degree than was true in most other regions of Los Angeles County (see figure 26). East assistants, whose educational background was typical of assistants in Los Angeles County as a whole had the following education: 23% had completed a high school degree or less, 73% had some college, and 5% had achieved a Bacherlor's degree or higher.

For-profit programs employed staff with less education than did non-profits in East. For example, non-profit programs in East were more likely to employ teachers with Bacherlor's degrees or higher than were for-profits. Teachers with a high school degree or less as their highest educational attainment were more commonly employed in for-profit programs. Directors of for-profit centers were more likely than non-profit directors to have achieved some college units as their highest educational attainment.

Wages

Starting teacher wages in East were among the lowest in Los Angeles County. Lowest paid teachers earned on average $6.21 per hour or $10,868 annually. Assistants with more experience in East child care programs also earned a lower wage than their counterparts in other Los Angeles regions. Highest paid East assistants earned $6.69 per hour or $11,708 annually.

East is an economically diverse region, with household incomes distributed almost evenly between very low income (less than $15,000 annually), middle ($25,000-34,999) and high income ($50,000-74,999). Fourteen percent of the population lives at or below the poverty level, about average for Los Angeles County. Child care teachers' and assistants' salaries suggest that they earn among the lowest incomes in the region.

Health Benefits

Health insurance was offered to a fraction of child care teachers and assistants in East programs. Sixty percent of programs offered no coverage to teachers and 90% offered none to assistants, making East programs among the least likely to offer health coverage in Los Angeles County. Thirty percent of programs offered fully paid coverage and 10% offered partially paid coverage to teachers. Ten percent of programs offered assistants fully paid coverage.

Working Conditions: Differences by Auspices

A number of differences in working conditions in non-profit and for-profit programs emerged from the survey of East programs. Non-profit programs were more likely to offer written job descriptions, written contracts, salary schedules, and grievance procedures to teachers and assistants than were for-profits. They were also more likely to pay teaching staff for lunch breaks and offer teachers regular cost of living increases. For-profit programs more commonly paid staff for attendance at parent meetings than did non-profits. They were also more likely to offer merit increases to assistants.

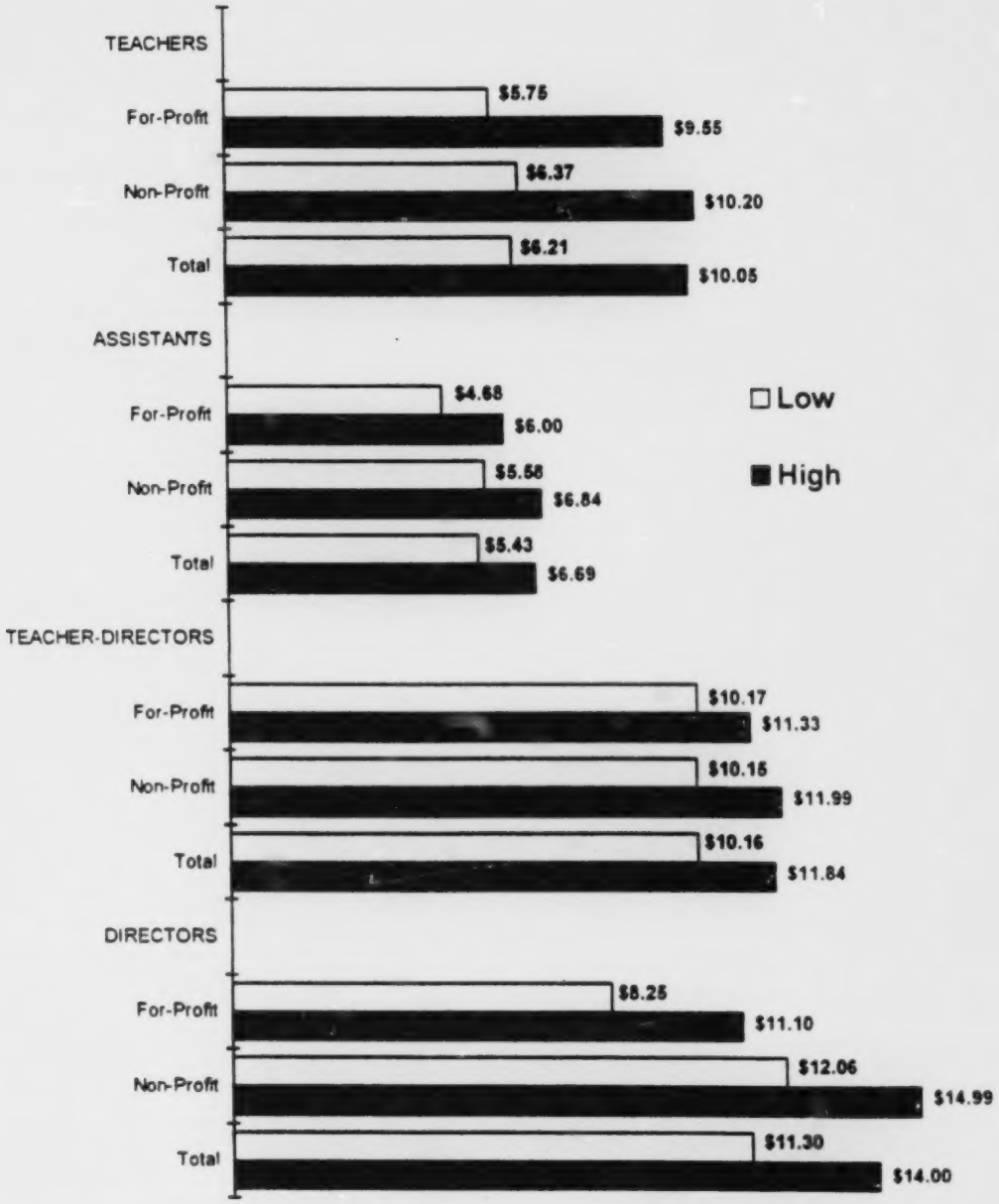
Staff Turnover

Programs reported annual turnover rates of 10% for teachers and 24% for assistants. For-profit programs reported a greater percentage of teachers who had been with their programs six months or less than did non-profits.

South Bay/Harbor

South Bay/Harbor child care programs comprised 17% of all programs in Los Angeles County (N=427). Initially, 171 South Bay/Harbor programs were randomly selected to participate in the survey. Forty-two programs returned their surveys for a response rate of 25%. Overall, 10% of all licensed child care center programs in South Bay/Harbor participated in the survey. The final sample consisted of 60% for-profit and 40% non-profit programs.

Figure 27: Child Care Staff Wages ■ East



Demographics

As is true in several regions of Los Angeles County, the racial/ethnic breakdown of child care teachers did not match that of theresidents of South Bay/Harbor.[45] Latinos made up one-third (31%) of South Bay/Harbor residents, but were under-represented as child care teachers. The racial/ethnic composition of teachers was 50% Caucasian, 27% African American, 13% Latino, 6% Asian, 2% Multi-Racial, 1% Alaskan/American Indian, and 1% other. Assistants, who came closer to reflecting the racial composition of the region were 30% Caucasian, 27% African American, 27% Latino, 14% Asian, and 2% Multi-Racial.

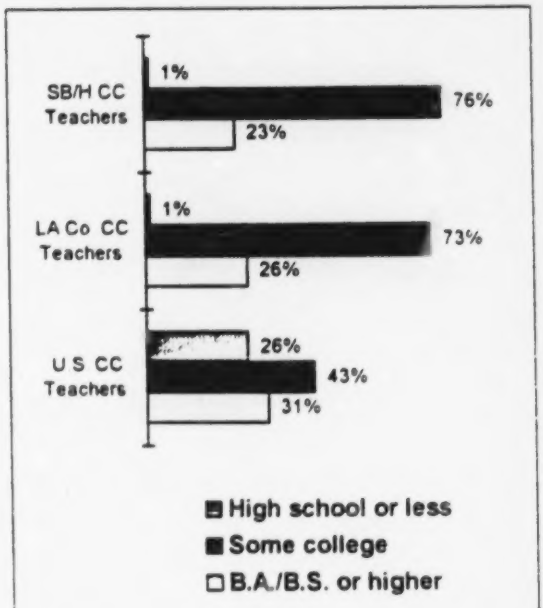
Compared with other Los Angeles County regions, South Bay/Harbor programs employed a greater percentage of African American teachers. With the exception of South, South Bay/Harbor programs also employed more African American assistants than did other regions of Los Angeles County.

Education

South Bay/Harbor teachers had an average level of educational attainment when compared with the broader Los Angeles County sample (see figure 28). Assistants' education was also typical of the Los Angeles County sample. For example, assistants were most likely to have some college (75%), followed by high school or less (16%), and a Bacherlor's degree or higher (2%).

South Bay/Harbor non-profit programs employed assistants with a more extensive educational background than for-profits. For-profits were more likely to employ assistants with a high school degree or less, whereas non-profits more commonly employed assistants with some college units. Moreover, non-profits more often provided financial assistance to assistants to cover workshops than did for-profits. For-profit programs, however, reported a greater percentage of assistants who were pursuing training for college credit than did non-profits. There were no differences by auspices in the percentage of staff pursuing training not for college credit.

Figure 28
Educational Level of South Bay Harbor Child Care Teachers

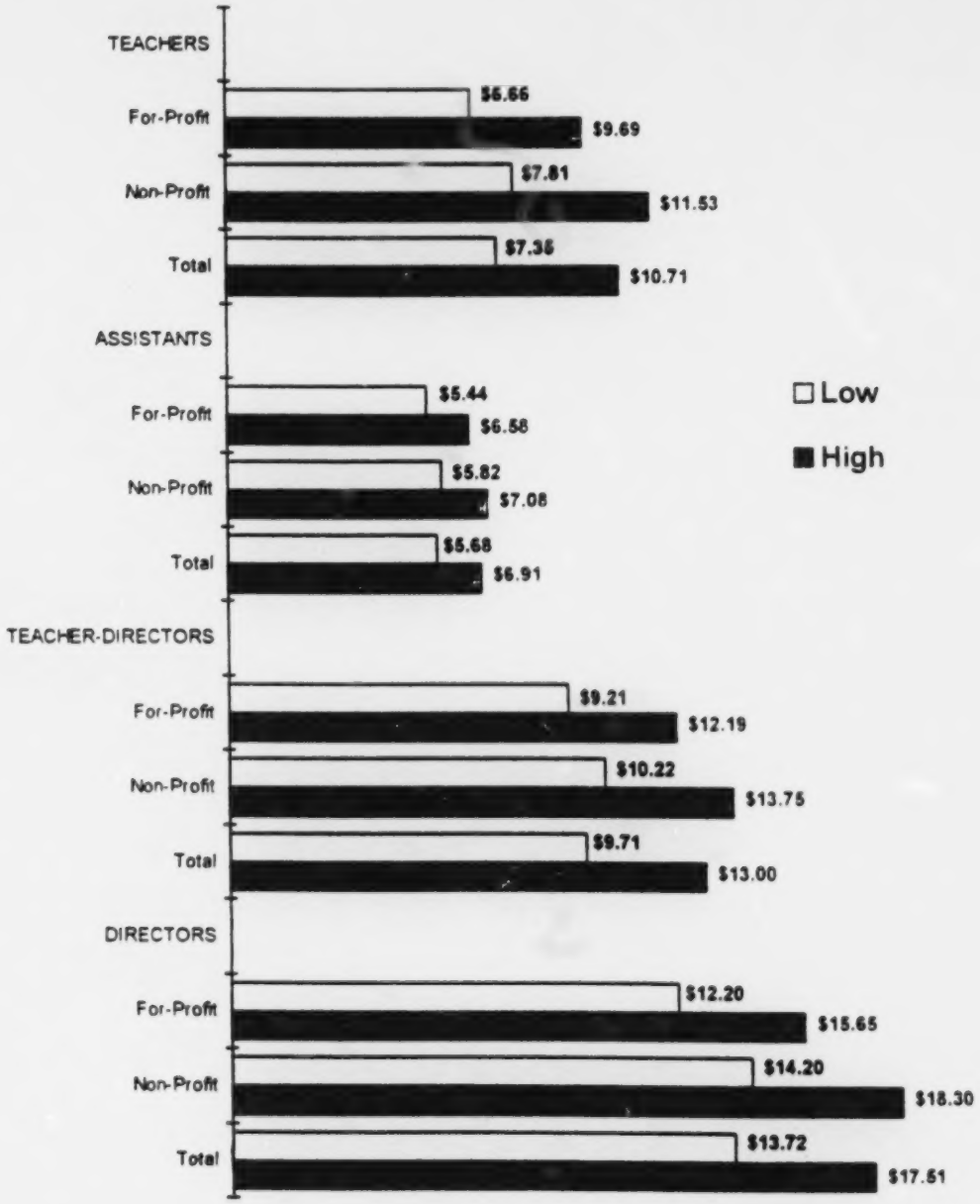


Source: *National Child Care Staffing Study* (1990). National Center for the Early Childhood Work Force.

Wages

The starting wage for teachers in South Bay/Harbor programs was $7.35 per hour or $12,863 annually. Lowest paid assistants earned $5.68 per hour or $9,940 per year. With well over one-third of South Bay/Harbor household incomes at $50,000 and above, child care teaching staff were among the lowest paid in the region. Teaching staff salaries did not differ significantly in South Bay/Harbor from those reported in the broader Los Angeles County sample.

Figure 29: Child Care Staff Wages ■ South/Bay Harbor



Working Conditions: Differences by Auspices

Non-profit programs offered more sick days on average to teachers and assistants than did for-profits. For-profit programs were more likely to offer merit increases to teachers and assistants.

Staff Turnover

South Bay/Harbor teachers left their programs at a rate of 20% per year, on average. Assistant turnover was 33%. For-profit programs employed more teachers who had been with their centers for six months or less than did non-profits.

Summary

A number of regional differences in child care staff characteristics, compensation, and working conditions were identified in Part II of this report. Programs that offered higher wages reported lower turnover and better trained staff, factors associated with better quality care for children. The West and Metro regions' programs emerged in this comparison as, on average, offering higher salaries to staff and employing better trained teachers and assistants.[4] Differences in turnover rates evident in the Los Angeles County sample as a whole, did not often emerge in these regions, a function of small sample size.

At the other end of the spectrum, Antelope Valley programs, on average, offered lower pay and experienced higher turnover rates. Staff education was less in this region also. The remainder of programs in other regions occupied the middle ground, for the most part demonstrating salaries, turnover rates, and staff education levels typical of the sample as a whole.

Another trend identified in the regional analyses was for Latinos to be under-represented among teachers and, in some cases, among assistants in several regions. Caucasians were over-represented among teachers in most regions. The cultural match between children and their families and their providers has consequences for the quality of care they receive, particularly in light of linguistic differences.

Although child care teaching staff were better paid in some regions of Los Angeles County than in others, their salaries still trailed significantly behind median incomes for their region. In no area of Los Angeles County did starting child care assistants earn more than $6.66 per hour ($11,655 annually), nor did starting teachers earn more than $9.16 per hour ($16,030 annually). Child care teaching staff salaries were extremely low in all areas of Los Angeles County.

The influence of child care program auspices identified in the broader sample was found in the analyses of individual regions. Wages, benefits, and working conditions tended to be more favorable for employees of non-profit centers than those employed in for-profit programs. As have been found in the national studies cited here, good things in child care go together.

In the conclusion that follows, the implications of these findings for child care policy is discussed.

CONCLUSION: POLICY IMPLICATIONS

This report highlights a number of trends in child care center staffing that influence the quality of care children receive. Child care teachers in Los Angeles County are well-educated and specifically trained in early childhood education, which has been shown in many studies to result in better quality services for children. Yet the stability of staff and their commitment to child care teaching as a career--equally important indicators of child care quality -- are undermined by the adult work environment. Salaries are very low, and a host of employee benefits such as health care coverage, pension plans and paid parental leave are unavailable to many full-time child care teaching staff. Staff who would like to increase their education, and thus invest further in the career of child care teaching find only modest economic benefits for doing so. The average level of compensation for teaching staff in Los Angeles County is inadequate to reward and retain a skilled child care work force, thus jeopardizing the quality of care children receive.

Raising child care staff compensation is one important strategy to improve the quality of care and achieve a variety of publicly desirable goals. Better quality care is central to helping parents enter and stay in the work force, combating welfare dependency and poverty, and promoting young children's readiness for school. To improve child care compensation, however, requires a broader effort than increasing child care center fees. Many parents can not pay a larger percentage of their income for child care, and in fact many cannot afford to pay for child care of any quality. Improving child care compensation and quality requires a collaboration among parents and others who benefit directly and indirectly from the many functions of child care services: federal, state, and local governments, employers whose parents use child care services, businesses which depend on child care providers to purchase their services and products, private foundations, and organizations representing teachers, providers, parents and other members of the child care community.

A number of pressing issues affecting the child care community require a broad collaboration.

Welfare Reform

In the wake of welfare reform legislation, many decisions relating to child care services will be made at the state and local level. The sum decline in funding (due to anticipated dramatically increased demand) and decreased directive to states to commit funds to quality care may threaten long-standing state and local efforts to support child care compensation and training. Advocates for child care compensation have a new charge to articulate their concerns to state and local policy makers as they allocate federal welfare funds. Low-income children, who suffer disproportionately in low quality child care arrangements, will need high quality child care if they are to lead productive healthy lives and be ready for school.

Health Benefits

One-quarter to one third of programs in Los Angeles County offer no health care insurance to child care teachers and assistants. Another half of programs offer partially paid coverage, a benefit of little help to staff who cannot afford the required co-payments or deductibles. Occupational health risks in child care teaching include infectious diseases and back injuries and require programs to offer affordable, comprehensive health insurance. Children are also at risk when their caregivers delay or go without medical treatment and/or come to work while ill. Because the majority of teachers and assistants are women of childbearing age, the need for maternal health care is also significant. Lacking broad-based state or national health care reform, child care programs without sufficient funding need assistance to secure affordable health care coverage for their employees.

Linking Compensation to Training

Child care teachers who want to improve their education beyond the state licensing requirement of twelve units of early childhood education have little or no financial support to

take classes or work toward a degree. Two California programs provide models of how financial incentives and supports can encourage training. The California Early Childhood Mentor Teacher Program (CECMTP), and Child Development Loan Assumption Program (CDLAP), while important efforts, however cannot single-handedly address the lack of incentives in Los Angeles County. The CECMTP, which continues to be one of the few programs which rewards highly trained child care teachers for their advanced skills in the classroom, is available on only 4 community college campuses in Los Angeles County. The CDLAP, which assumes a percentage of the loan debt of eligible teaching staff who serve low income children, has served only a handful of teaching staff in Los Angeles County. These efforts to link compensation to training, while valuable, must be complimented by wide-reaching programs that reward teacher training.

ENDNOTES

1 *The National Child Care Staffing Study: Who Cares? Child Care Teachers and the Quality of Care in America*, M. Whitebook, C. Howes, and D. Phillips (Oakland, CA: Child Care Employee Project, 1989).

2 *Cost, Quality and Child Outcomes in Child Care Centers: Public Report*, Cost, Quality & Child Outcomes Study Team (Denver, CO: Economics Department, University of Colorado, 2nd Ed. 1995). California was one of four states included in the study; programs from California were selected exclusively from Los Angeles County.

3 The United States Army's child care compensation plan is described in *Breaking the Link: A National Forum on Child Care Compensation*, by D. Bellm (Washington, DC: National Center for the Early Childhood Work Force,1994). Head Start's federally mandated policy to enhance teaching staff salaries and training is documented in *Early Childhood Programs: Local Perspectives to Providing Head Start Services* (Government Accounting Office, Dec. 1994); and in *Improving Salaries in Head Start: Lessons for the Early Care and Education Field*, M. Whitebook (Washington, DC: NCECW, in press).

4 A sampling of publications that make this recommendation includes:

- *Starting Points: Meeting the Needs of Our Youngest Children* (New York: Carnegie Corporation of New York, 1994).
- *Ready to Learn: A Mandate for the Nation*, E. L. Boyer (New York: Carnegie Foundation for the Advancement of Learning, 1991).
- *Heart Start: The Emotional Foundations of School Readiness* (Washington, DC: National Center for Clinical Infant Programs,1992).
- *Beyond Rhetoric: A New American Agenda for Children and Families* (Washington, DC: National Commission on Children, 1991).
- *Taking Care: State Developments in Child Care* (Washington, DC: National Governors Association, 1990).

5 For-profit programs, which typically received fewer public subsidies and donations and dedicate a smaller percentage of their budgets to teaching personnel costs, lagged considerably behind the non-profit programs in wages and quality.

6 A written survey published by the National Center for the Early Childhood Work Force, formerly the Child Care Employee Project.

7 One thousand randomly selected licensed child care programs (40% of total) in Los Angeles County received surveys with a letter requesting their participation. Twenty-five percent of the directors who were contacted returned surveys.

8 Independent non-profit programs typically operate one or two sites at most. One independent non-profit program included in the sample operated 54 sites at the time of the survey a much higher number than usual. Because most data is analyzed by program, the large number of sites in this case did not skew the results.

9 *A Profile of the Alameda County Child Care Center Work Force*, A. Burton, M. Whitebook, and L. Sakai (Washington, DC: National Center for the Early Childhood Work Force, 1995). *The San Francisco Survey of Child Care Center Salaries, Benefits, and Working Conditions*, M. Whitebook, A. Burton, and L. Sakai (Washington, DC: National Center for the Early Childhood Work Force, 1994). The *Cost Quality and Child Outcomes in Child Care Centers* study selected a sample evenly divided between for-profits and non-profits in Los Angeles County in 1993. Their criteria for sample selection, however, were informed by theoretical interest rather than information about the actual distribution of program types.

10 All findings reported are significant at the .05 level. Because of rounding error, not all percentages add up to 100%.

11 We compared the findings from all non-profit programs in the sample (non-profit independent, non-profit church related, and subsidized) with for-profit programs as well as explored differences between specific non-profit program types.

12 According to the 1990 census, Los Angeles County's general population was 41% Caucasian, 36% Latino, 11% African American, and 11% Asian/other.

13 The term "other" is used in this report to refer to those members of the child care center work force who indicated that they do not belong to the following racial/ethnic categories: Caucasian, African American, Latino, Asian, Alaskan/American Indian, or Multi-Racial.

14 *Affirming Children's Roots: Cultural and Linguistic Diversity in Early Childhood Education*, H. Chang,

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and L. Sakai, (San Francisco: *California Tomorrow*, 1993).

15 California state licensing requires teachers (group leaders) to have a minimum of 12 college credits of Early Childhood Education, which is far above most other states' requirements. However, California regulations do not include a career step for teachers with Bachelor's degrees. This results in a higher than average floor for educational background, but also imposes a *de facto* ceiling on qualifications, particularly in light of low pay.

16 *Valuable Work, Minimal Rewards: A Report on the Wisconsin Child Care Work Force*, A. Burton, M. Whitebook, and L. Sakai (Washington, DC: National Center for the Early Childhood Work Force, 1995); also see the *Cost, Quality, and Child Outcomes in Child Care Centers* (1995).

17 Center directors reported the wages of their lowest and highest paid assistants, teachers, teacher directors and directors, respectively. We refer to these lowest wages as starting and entry-level wages, and highest wages as wages of most experienced staff, respectively in some places in the text. We adopt these terms to ease the reader's task, yet recognize that the lowest paid staff person may not in all cases be "entry level," nor may the highest paid staff person be the most experienced.

18 Annual salaries are calculated using a full time equivalent of 35 hours per week for 50 weeks a year. This was the average work week and year for child care teaching staff established in the *National Child Staffing Study*.

19 *1990 U.S. Census* (U.S. Bureau of the Census, 1990, updated 1994).

20 See the *National Child Care Staffing Study* (1990, updated 1993) and the *Cost, Quality and Child Outcome in Child Care Centers* (1995).

21 *Cost, Quality, and Child Outcomes in Child Care Centers* (1995). This study found that publicly sponsored (subsidized) programs paid teachers $11.49 per hour compared with $7.79 for all non-profit and $6.60 for all for-profit programs.

22 See the *National Child Care Staffing Study* (1990, updated 1993) and the *Cost, Quality and Child Outcomes in Child Care Centers* (1995).

23 *National Child Care Staffing Study* (1990).

24 Turnover is measured by asking directors how many staff, in each job category, left (including a resignation, layoff or firing) their center in the past 12 months. The total number of teachers who left, for example, is divided by the total number of teachers employed at the time of the survey.

25 In 1993, the last year for which national turnover data is available, the U.S. annual turnover rate for all child care center staff (including assistants, teachers, teacher directors, and directors) was 36%. For teachers it was 39% and for assistants 52%. Reported in *Cost, Quality, and Child Outcomes in Child Care Centers, Technical Report* by S. Helburn (Editor) June 1995. The turnover of Los Angeles County programs surveyed by Helburn did not differ significantly from these national data. The discrepancy between the CQOS findings and the findings reported here is explained by substantially different samples: the CQOS oversampled for-profit programs which have signficantly higher turnover (the final sample was 50% for-profit/50% non-profit, whereas for-profit programs are slightly under-represented in this study.

26 *Schools and Staffing in the U.S.: A Statistical Profile, 1990-91* (Washington, DC: National Center for Education Statistics, U.S. Department of Education, July 1993).

27 *Cost, Quality, and Child Outcomes in Child Care Centers* (1995). For California data, see the National Center for the Early Childhood Work Force studies: *A Profile of the Alameda County Child Care Center Work Force* (1995); *The San Francisco Survey of Child Care Center Salaries, Benefits, and Working Conditions* (1994).

28 *The National Child Care Staffing Study Revisited: Four Years in the Life of Center Based Child Care*, M. Whitebook, et al. (Oakland, CA: Child Care Employee Project, 1993).

29 This finding describes the reduced-fee child care offered to teachers. Assistants were less likely to receive this benefit.

30 *A Profile of the Alameda County Child Care Center Work Force* (1995); *The San Francisco Survey of Child Care Center Salaries, Benefits, and Working Conditions* (1994).

31 According to the *U.S. Census* (1990, updated 1994), the racial/ethnic composition of Antelope Valley residents was 68% Caucasian, 21% Latino, 7% African American, 4% Asian, and .9% American Indian.

32 As in Part I of the report, rounding errors in some cases result in percentages of less than 100%.

33 U.S. Bureau of the Census (1990, updated 1994). The Census also indicates that 70% of Antelope Valley residents are home owners compared

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with only 50% of the Los Angeles County population as a whole.

[34] In 1994, the *U.S. Census* reported that San Fernando was composed of the following racial/ethnic groups: 52% Caucasian, 35% Latino, 10% Asian, 3% African American, and .4% American Indian.

[35] For findings relating to California, see NCECW reports on Alameda (1995), San Francisco (1994), San Mateo (1994), and Marin (1994). National results are reported in the *National Child Care Staffing Study*.

[36] In 1994, the *U.S. Census* reported that San Gabriel was composed of the following racial/ethnic groups: 43% Latino, 32% Caucasian, 19% Asian, 6% African American, and .3% American Indian.

[37] In 1994, the *U.S. Census* reported that Metro was composed of the following racial/ethnic groups: 60% Latino, 19% Caucasian, 16% Asian, 6% African American, and .3% American Indian.

[38] Public school teachers with a Bachelor's degree, for example, employed by the Los Angeles Unified School District earned a starting salary of $29,233.

[39] *Cost, Quality and Child Outcomes in Child Care Centers* (1995).

[40] In 1994, the *U.S. Census* reported that West was composed of the following racial/ethnic groups: 63% Caucasian, 20% Latino, 11% Asian, 6% African American, and .3% American Indian.

[41] A number of studies of urban California communities with high consumer price index ratings have found higher than average staff salaries. For example, see NCECW reports on San Francisco (1994), San Mateo (1994), Alameda County (1995) and Santa Clara (upcoming, 1996). The *National Child Care Staffing Study* originally found a correlation between higher parent fees and higher staff wages.

[42] U.S. Bureau of the Census, 1990, 1994.

[43] In 1994, the *U.S. Census* reported that South was composed of the following racial/ethnic groups: 54% Latino, 41% African American, 3% Caucasian, 2% Asian, and .2% American Indian.

[44] In 1994, the *U.S. Census* reported that East was composed of the following racial/ethnic groups: 84% Latino, 26% Caucasian, 8% Asian, 2% African American, and .4% American Indian.

[45] In 1994, the *U.S. Census* reported that South Bay/Harbor was composed of the following racial/ethnic groups: 39% Caucasian, 31% Latino, 15% African American, 15% Asian, and .4% American Indian.

[46] Like teachers in Metro and West, teachers employed by San Fernando and South were better educated, although their wages were typical for Los Angeles County as a whole.

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The Los Angeles County Child Care Advisory Board and Planning Committee deeply appreciate the time that all of the survey respondents devoted to this process. We hope that the information provided will support the efforts of individual programs to better meet the needs of staff and, thereby, enhance the quality of care available to the children and families in Los Angeles County.

Appendix E

A Profile of the Alameda County Child Care Center Workforce

A PROFILE OF THE ALAMEDA COUNTY CHILD CARE CENTER WORK FORCE

✦

Findings from the 1995 Survey of Child Care Staff Salaries, Working Conditions and Benefits

✦

Report by

The National Center for
the Early Childhood Work Force

A PROFILE OF THE ALAMEDA COUNTY CHILD CARE CENTER WORK FORCE

✦

Findings from the 1995 Survey of Child Care Staff Salaries, Working Conditions and Benefits

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INTRODUCTION

Why Study Wages and Benefits of Child Care Center Staff?

The Link Between Child Care Quality and the Compensation of the Work Force

This study of the Alameda County child care work force was commissioned by the Alameda County Child Care Planning Council to identify trends in child care workers' qualifications, compensation and turnover. Researchers who have conducted in-depth observational studies of child care agree that the key components of high-quality programs are the presence of significant numbers of well-trained staff and low rates of staff turnover achieved through adequate wages. Thus, this study of the compensation and training of the Alameda County child care work force reflects the Planning Council's interest in building high quality child care services for children.

The interests and concerns of the Planning Council follow a decade of similar work conducted by local Child Care Resource and Referral Agencies (R&Rs) and the National Center for the Early Childhood Work Force (NCECW, formerly the Child Care Employee Project). Alameda County, the birthplace of NCECW, pioneered the study of child care wages and benefits. The early work and this current study result largely from the dedication of BANANAS Child Care Resource and Referral, Resources for Family Development Resource and Referral, and 4Cs of Alameda County.

In 1989 the National Child Care Staffing Study (NCCSS) found that children who attended centers with high turnover and minimally trained staff were building language and social skills more slowly than other children enrolled in programs with more skilled and stable caregivers. The researchers reported that children spent less time engaged in social activities with their peers and more time aimlessly wandering. Children require a continuous bond with well-trained teaching staff if they are to develop trust, confidence, and a desire to learn and socialize with their peers. Children in the NCCSS who attended centers that paid staff higher wages had more positive developmental outcomes.

Recent research has replicated the NCCSS finding linking better compensation for child care teachers, a more skilled and stable child care work force, and better outcomes for children.[1] Noting the beneficial effects of better compensation on child care quality, many policy makers, opinion leaders, and educators have recommended and, in some cases, implemented[2] widespread improvements in compensation for the child care work force.[3]

This report documents the current wages, benefits, working conditions, and turnover rates for teaching staff in Alameda County, California. The survey findings provide a point of comparison with the results of a county-wide survey conducted three years earlier. Moreover, it is the sixth such survey conducted in Northern Alameda County since 1984, and thus offers a profile of a decade of child care center staffing patterns. Northern Alameda County includes the cities of Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont.

The survey is the fourth of its kind conducted in Southern Alameda County, the first conducted in 1986. Southern Alameda County cities included in the survey are Hayward, San Lorenzo, San Leandro, Fremont, Newark, Union City, Pleasanton, Dublin, Livermore, and Castro Valley. Because of geographic and economic differences within the Southern portion of the county, selected findings are reported separately for the Livermore/Amador Valley cities of Pleasanton, Dublin, and Livermore.

Research Design

The findings reported here are drawn from responses to the questionnaire, *Child Care Staff Salary, Benefits, and Working Conditions Survey*,[4] mailed to a stratified random sample of Alameda County child care programs in the Spring of 1995. The final sample consisted of 93 programs,[5] representing 24% of all licensed child care programs (N=348)[6] in Alameda County. This study utilized the same sampling technique employed in previous Alameda County salary surveys, conducted in 1984

Figure 1 ● Study Sample

	Alameda County Programs Receiving Survey		Programs Responding to Survey	
	N=	Percentage	N=	Percentage
Private For-Profit	67	37%	27	29%
Independent Non-Profit	59	32%	32	34%
Religious Non-Profit	20	11%	14	15%
Subsidized Non-Profit	29	16%	13	14%
Public School and College	7	4%	7	8%
Total	182		93	

through 1992. The centers included in the survey represent the range of full-day program types (shown in Figure 1).

Surveys were sent to a stratified random sample of all centers in the county reflecting the proportion of program types in each of the three areas of Alameda County: North, South, and Livermore/Amador Valley (see regional sections for response rates by area). The 93 programs that comprise the final sample for all of Alameda County represent 126 child care center sites. Some child care programs oversee a number of individual sites that implement salaries, benefits, and working conditions established by the central program administration. In particular, non-profit subsidized and public school and college programs are often "multiple site" programs. Included in the sample are 24 subsidized non-profit sites and 29 public school and college sites. The findings reported here represent sites administered by the sample of programs.

In all, 71% of the sample of programs are non-profit and 29% are for-profit, a proportion comparable to that reported in the 1992 county-wide report. The current report profiles the work environment of 1,319 child care staff, including 689 teachers, 376 assistants, 155 teacher-directors, and 99 directors.

In the following pages, findings are reported first for the entire county with subsections following for the Northern, Southern, and Livermore/Amador Valley areas.

COUNTY-WIDE FINDINGS

Demographics

As is true nationally, child care teaching staff in Alameda County were predominately women in their childbearing years. The proportion of men teaching in Alameda County, however, was somewhat higher than the national average of 3%: in the sample 6% of teachers and 10% of assistants were male. Teachers in the 1995 sample typically were between the ages of 30 and 40, whereas assistants were more likely to be below age 30. Teachers employed by school district and public school and college programs were older on average than their counterparts in other programs.

The diversity of Alameda County's general population is reflected in the racial composition of child care teaching staff.[8] Among teachers, 58% were Caucasian, 30% African American, 7% Latina, and 2% Asian.[9] Assistant teachers were more likely to be people of color: 48% were Caucasian, 25% African American, 13% Latina, and 8% Asian. The racial composition of teaching staff varied little by program type, but more significantly by region, as will be discussed in the separate sections.

Education and Training

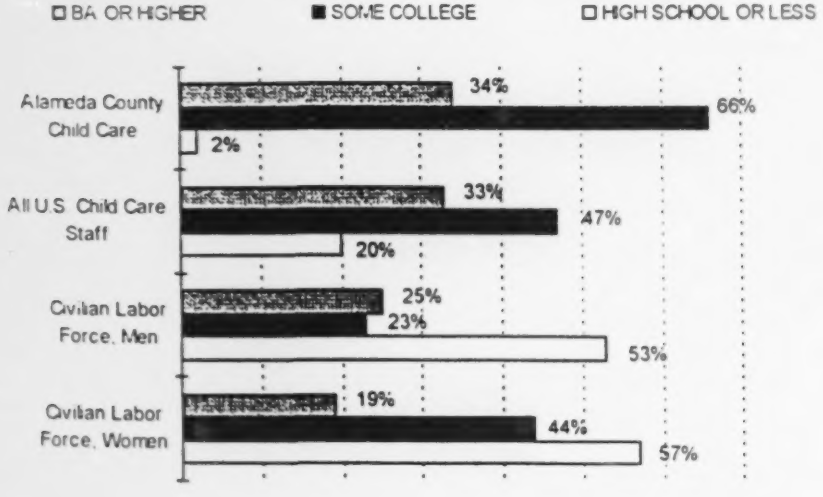
The educational profile of teachers and assistants in Alameda County reveals a well-educated work force with specialized training in early childhood education (ECE). Over one-third (34%) of teachers had a BA or higher, and 82% of all teachers had some type of ECE or related field education.[10] Assistants were most likely (42%) to have received some college units in ECE or a related field as their highest level of education. Almost one fifth of assistants had a post-secondary degree, e.g., CDA, AA, or BA. The majority of assistants had some ECE or related education (62%).

Because directors were asked for the first time about the educational attainment of their staff in 1995, we are not able to identify trends in the professional preparation of the work force. We do know, however, that the educational attainment of teachers in Alameda County is comparable to that in other Bay Area counties and metropolitan areas.[11] Alameda County child care teachers, like those throughout the United States, were more highly educated than members of the civilian labor force and as shown in Figure 2. Alameda County child care teachers also had more years of education than did child care workers nationally.

Salaries

The salary findings shown in Figure 2 reflect the starting hourly wages as well as the highest hourly wages offered to teachers, assistants, teacher-directors, and directors throughout the County. **Average starting wages for teaching assistants, the fastest growing segment of the child care work force, were $6.70 per hour or $11,725 annually.** Higher paid assistants averaged $7.63 per hour, less than one dollar more per hour than entry-level staff. Teaching staff salaries must be viewed in the context of the cost of living in Alameda County which the Consumer Price Index ranks among the highest in the country. Individual median income in Alameda County in 1995 was $38,000, three times as high as that earned by entry-level assistants.

Figure 2 • Educational Level of Alameda County Child Care Teachers Compared with Average United States Workers



Sources:
Current Population Report P20#47, Education Attainment in the U.S.A. March, 1993.
Cost, Quality, and Child Outcomes in Child Care Centers, Technical Report. June, 1995.

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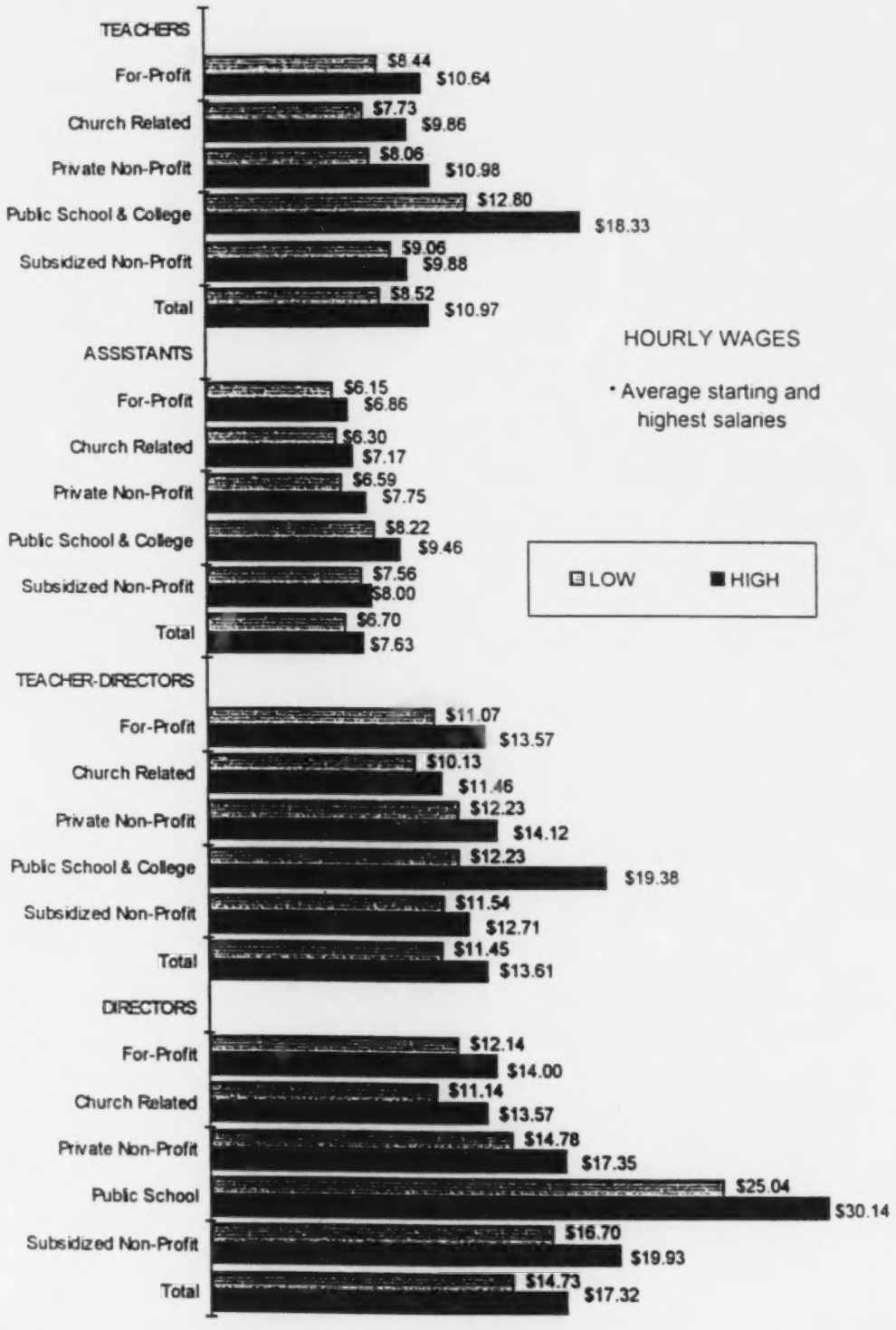
Figure 3 • Alameda County Salaries by Child Care Center Type*



Entry-level teachers in Alameda County earned, on average, $8.52 per hour or $14,910 annually. County-wide, teachers reached the top of the wage scale at $10.97 per hour. If we omit public school and college program wages from our calculation of the County mean, the highest paid teachers earned $10.54 per hour in Alameda County. Teaching staff in public school and college programs were most likely to join collective bargaining units (86%) and were required to meet higher educational qualifications than in other programs, which contributed to higher wages.

Program Type and Salaries

Public school and college sponsored child care programs paid significantly higher wages for all positions than did all other program types. Approximately 10% of the teachers, 29% of assistants, 23% of teacher-directors, and 22% of directors in the sample were employed in public school or college programs paying the higher salaries. The percentage of school district/college teachers in the sample declined 20% from 1992 to 1995, whereas the percentage of other positions remained constant, perhaps signaling a trend among public school and college programs to reduce the number of teachers employed. Historically, public school and college programs have paid significantly higher salaries to child care staff than have all other programs, thus the loss of teacher positions in these programs indicates a decline in better paying teaching jobs in Alameda County.

A comparison of the salaries paid by for-profit versus all non-profit programs reveals that assistants earned significantly lower salaries in for-profit programs. Only marginally significant differences in other positions' salaries, however, appear between the for- and non-profit sectors county-wide. As was found in 1992, with the exception of public school and college centers, for-profit and non-profit programs compensated all teaching staff, other than assistants, at the same level.

We found that a variety of program and staff characteristics correlate with higher salaries. **Better paying programs recruited and retained teachers and assistants with significantly more training and education than did their lower paying counterparts.** Programs in which directors were paid more also compensated teachers and assistants at a better than average rate. Rather than trading off employee health benefits and wages, higher paying programs were more likely to offer health coverage for teaching staff. Finally, staff were more likely to earn more if they worked under a collective bargaining agreement.

Three Year Trend: Wages Between 1992 and 1995

A comparison of Alameda County wages in 1992 and 1995 reveals few changes in teachers' and assistants' wages. Gains ranged between 6 cents and 32 cents per hour for the lowest paid teachers and assistants, and the higher paid teaching staff actually lost 20 cents per hour,

Figure 4 • Trends in Alameda County Child Care Staff Wages: 1992-1995

	1992 Wage	1995 Wage	Real Change
Lowest paid teachers	$8.46	$8.52	1% increase
Highest paid teachers	$11.24	$10.97	3% decrease
Lowest paid assistants	$6.38	$6.70	5% increase
Highest paid assistants	$7.83	$7.63	3% decrease
Lowest paid directors	$15.34	$14.30	4% decrease
Highest paid directors	$16.17	$17.32	7% increase

Note: All wages, and the 1992-95 trends, are in 1995 dollars.

or 3% of real income, over three years. When the Bay Area CPI is factored into teaching staff salary trends, we find that center salaries are, at best, keeping pace with cost of living increases. **There have been no significant net increases in teaching staff wages.** Higher paid directors who earned $17.32 per hour in 1995 have seen a modest 7% improvement over three years. Longer-term wage trends are explored in the Northern and Southern Alameda County Sections, respectively.

Benefits and Working Conditions

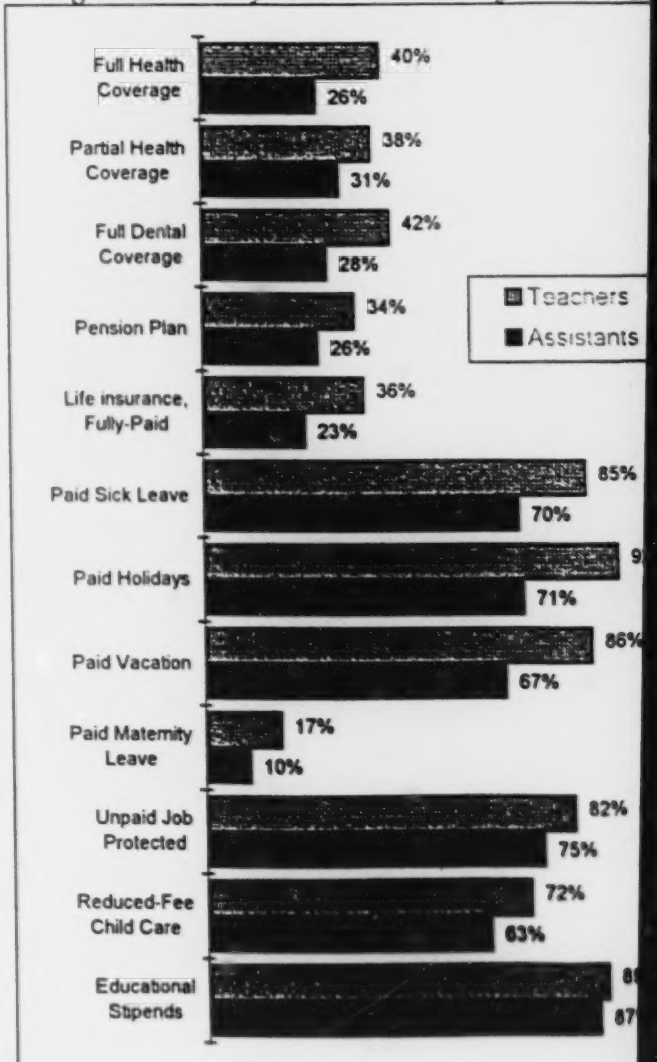
Benefits make up an increasingly important part of employees' overall compensation package. Nationally in 1994, child care programs offered nonwage benefits to employees that were valued at 18% of their wage, a lower percentage than the 23% average for other occupations.[12] Health insurance is typically the most expensive and the most valued benefit that employers offer. The NCCSS (Updated, 1993) found that only 18% of child care centers offered fully paid health care premiums to all of their teaching staff. Over one-third of centers (36%) offered no health care benefit to any staff, and the remaining 46% of centers offered partially paid plans to all or a portion of teaching staff.[13]

In Alameda County, child care teachers and assistants had somewhat better access to employer-sponsored health coverage than in other communities around the country. ***Forty percent of centers offered teachers fully paid health plans, and 26% offered assistants fully paid health benefits*** (See Figure 5). Still, as many as 42% of centers offered no health coverage to assistants, and only one-quarter of centers offered part-time employees health benefits comparable to those received by full time workers. Fully-paid health care insurance with dependent coverage, an important benefit for child care teaching staff with children,[14] was offered to only a small fraction of the Alameda County work force. Comparable rates of health care coverage were found in the 1992 Alameda survey of child care programs.

Non-profit programs were more likely to offer health benefits to teachers than were for-profit programs. Among the non-profit centers, religious-affiliated programs were least likely to offer health benefits to teachers. This pattern in which non-profit programs offered more employee benefits to teachers than for-profit programs is evident with respect to a variety of benefits: dental and life insurance coverage, pension plans, and the number of sick and vacation days.

Reduced-fee child care for parent employees, however, was most often offered by religious affiliated centers and least often offered by public school and college programs. For-profit programs, which nationally offer a higher percentage of reduced fee child care to

Figure 5 • Benefits, Alameda County



Paid Sick Leave =9 days
Paid Vacation = 12 days teachers/10 days assistants
Paid Holidays =10 days

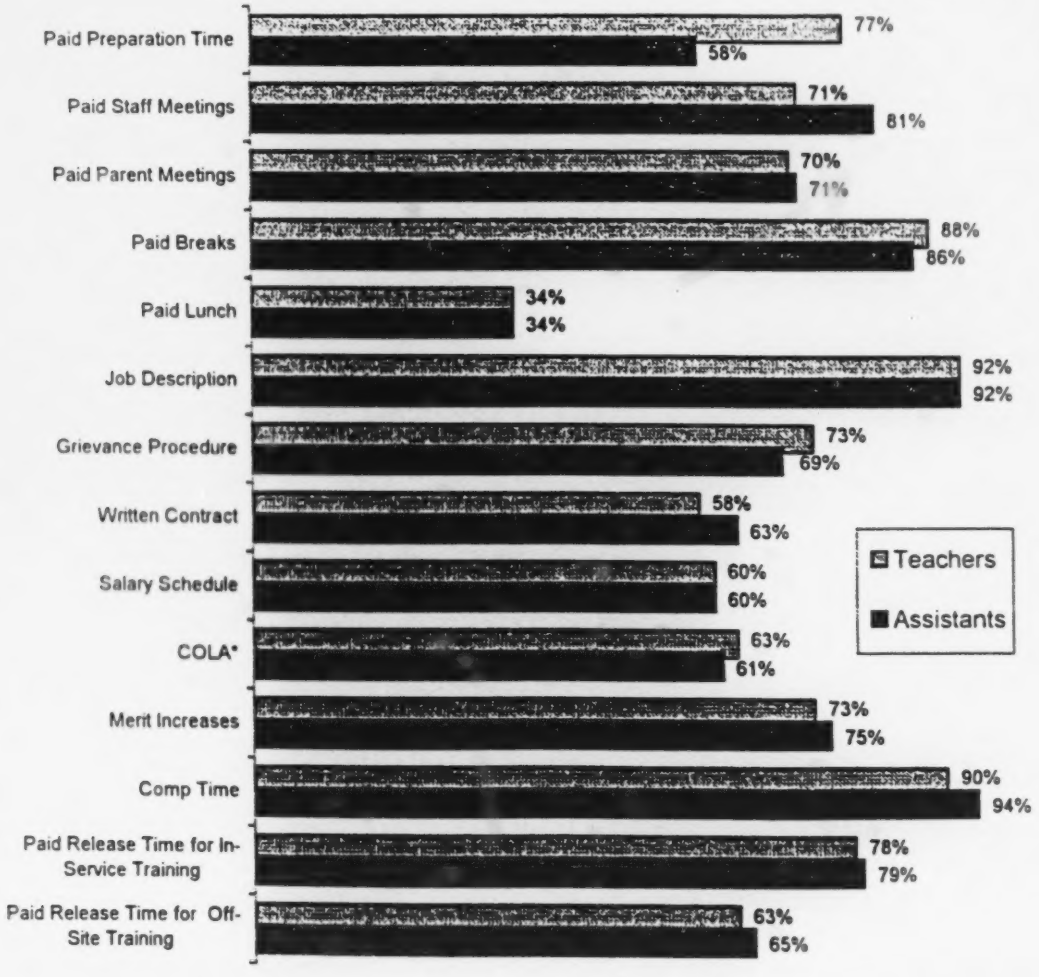
employees, resembled the overall sample in the provision of this benefiT. Figure 5 shows the percentage of child care pograms which offered benefits to teachers and assistants, respectively, in 1995. In most cases, centers were more likely to offer benefits to teachers than to assistants.

Employee benefits remained constant between 1992 and 1995; however, several areas of improvement can be identified. Although access to pension plans was still unusual for child care workers in Alameda County, twice as many centers in 1995 offered pension plans of some type to teachers (34%) and assistants (15%) than in 1992.

More centers reported that they offered a partial or full stipend to teachers and assistants to pay for workshops or training than they did in 1992: a quarter (23%) more contributed to assistants' stipends and 15% more contributed to teachers' training fees in 1995. Finally, 12% more centers reported that they offered fully-paid dental care in 1995 to teachers than three years earlier.

Public school and college programs distinguish themselves from other non-profit programs and for-profit programs by the extent to which they provided salary schedules and paid maternity leave. Working conditions have remained largely unchanged for child care teachers and assistants since 1992.

Figure 6 • Working Conditions, Alameda County



* Cost of Living Adjustment

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Turnover

Research has demonstrated that well-trained and consistent staff are key ingredients of quality programs. In Alameda County, as in all communities, low wages and poor benefits fuel high staff turnover which undermines the caliber of services children receive. The 1994-95 turnover rate[15] was 19% for teachers and 21% for assistants. Approximately one-fifth of Alameda County teaching staff left their centers in one calendar year. While these turnover rates are lower than rates for child care workers nationally,[16] they are twice as high as those found among public school teachers. Nationally, public school teachers left their jobs at a rate of slightly less than 10% in 1990-91.[17]

Turnover has decreased markedly in Alameda County since 1992 when turnover rates averaged 35% for teachers and 64% for assistants. We have seen no real gains in wages for teaching staff and only modest improvements in benefits in this period, two determinants of a stable child care work force, and thus we can only speculate about the causes of these decreased turnover rates. In particular, assistants continued to earn extremely low wages and often lacked health coverage despite the marked decrease in their turnover rates. Still, in a field characterized by very low benefits, the slight improvement in selected child care benefits may have served as a sufficient encouragement for staff to stay in their jobs.

The low rates of staff turnover in child care centers may also be a function of the broader economic environment of Alameda County, which continues to be characterized by high unemployment and slow job growth since the latter part of 1992. At the time of the 1992 survey (conducted in the first quarter of 1992), California had not yet experienced the effects of the national recession: better paying jobs were still relatively plentiful which may help to explain the high rate of assistant turnover at that time. Sectors of the U.S. economy that have shown consistent job growth during the recession, notably the service sector, are characterized by low pay and benefits, which may discourage movement out of child care centers. Another potential explanation lies in the increasing visibility of turnover in individual programs and in the child care industry in general. Because high staff turnover has become a widely recognized indicator of low quality services, respondents may be reluctant to disclose staff departures.

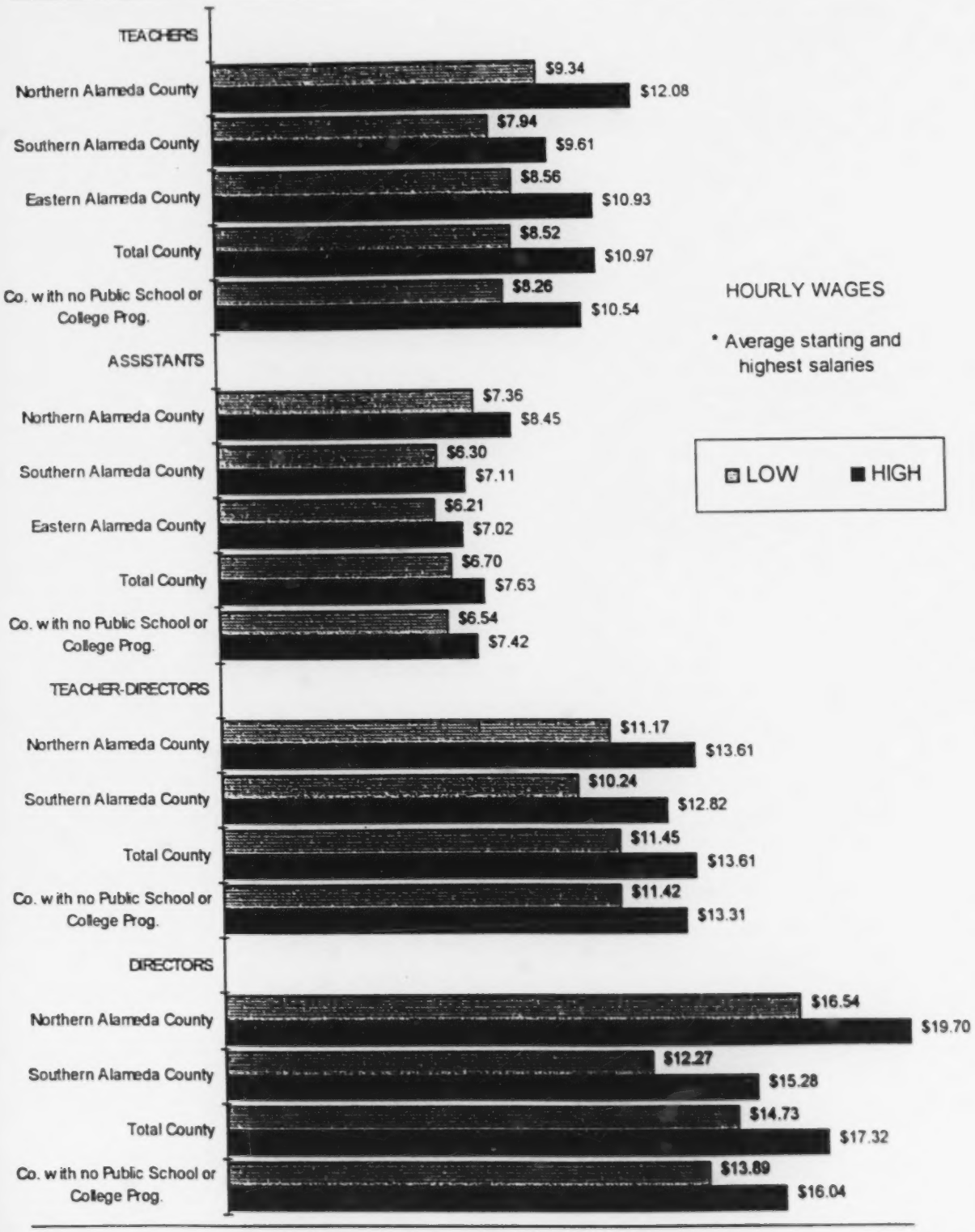
Center Funding Sources

In Alameda County, as in other communities, non-profit child care programs typically rely on a variety of funding sources, beyond parent fees, for their programs. Subsidized non-profit and public school and college programs reported, not surprisingly, that they received a substantial portion of their budget from public subsidies (subsidized non-profit = 66% and public school and college = 68%). For-profit programs drew their budgets almost exclusively from parent fees (99%). Independent non-profit and religious affiliated programs' funding sources were closer to for-profit programs than other non-profits in their reliance on parent fees (independent non-profit = 87%; religious non-profit = 97%).

Corporate contributions to child care centers in Alameda County were low. Publicly subsidized programs which received only 3% of their budgets from corporate funds, on average, were the most likely beneficiaries of corporate gifts in Alameda County.

Programs reported that they spent between 58% and 67% of their budget for teaching staff personnel costs in 1994-95. For-profit programs allocated a lower percentage of their budget to these personnel costs than did independent non-profit and public school and college programs. Thus, these for-profit programs had fewer sources of funding and also allocated a smaller percentage of them to staffing.

Figure 7 • Salaries By Region*



NORTH COUNTY FINDINGS, 1984-1995

Child Care Staff Surveys Over Eleven Years

As part of the county-wide Alameda study, 40 North County centers were surveyed, representing 17% of all child care programs (N = 232) in this segment of the County at the time of the study.[18] Of these, 14 were independent non-profit, 9 were for-profit, 8 were non-profit subsidized, 5 were religious affiliated, and 4 were public school and college. Because of small sample size, programs are categorized and findings are reported as either for-profit or non-profit. The results of this survey are also compared, when possible, with the findings of earlier surveys conducted in Northern Alameda County. These earlier surveys were conducted in 1984, 1986, 1988, 1990, and 1992, and thus provide us information about the staffing patterns in North County over the past 11 years.

Demographics

The age and ethnic composition of child care teaching staff found here diverges from trends identified in 1992. We see a 10% increase of teachers and assistants 30 years and older since 1992. In 1995, three-quarters (73%) of teachers and 54% of assistants were over 30. Teachers employed in North County were both older and more likely to be employed for 5 years or longer than teachers in other regions.

North County teachers employed in non-profit centers were older than their counterparts in for-profit centers. Assistants employed by non-profit centers also had a longer tenure than did assistants employed by for-profit programs.

The ethnic make-up of the Northern Alameda County child care work force is as diverse as it has been in recent years: 55% of teachers and 71% of assistants are people of color. Since 1984, the ethnic composition of the work force has ranged between 41% and 66% people of color, and followed no consistent trend. North County centers employed a greater percentage of African American teachers than did other regions.

Northern Alameda County teaching staff is more educated, on average, than child care workers nationally. The educational attainment of teachers in North County was:

- Graduate Degree or Higher 22%
- Bachelor's Degree 29%
- AA/CDA 16%
- Some College 32%
- High School or Less 4%

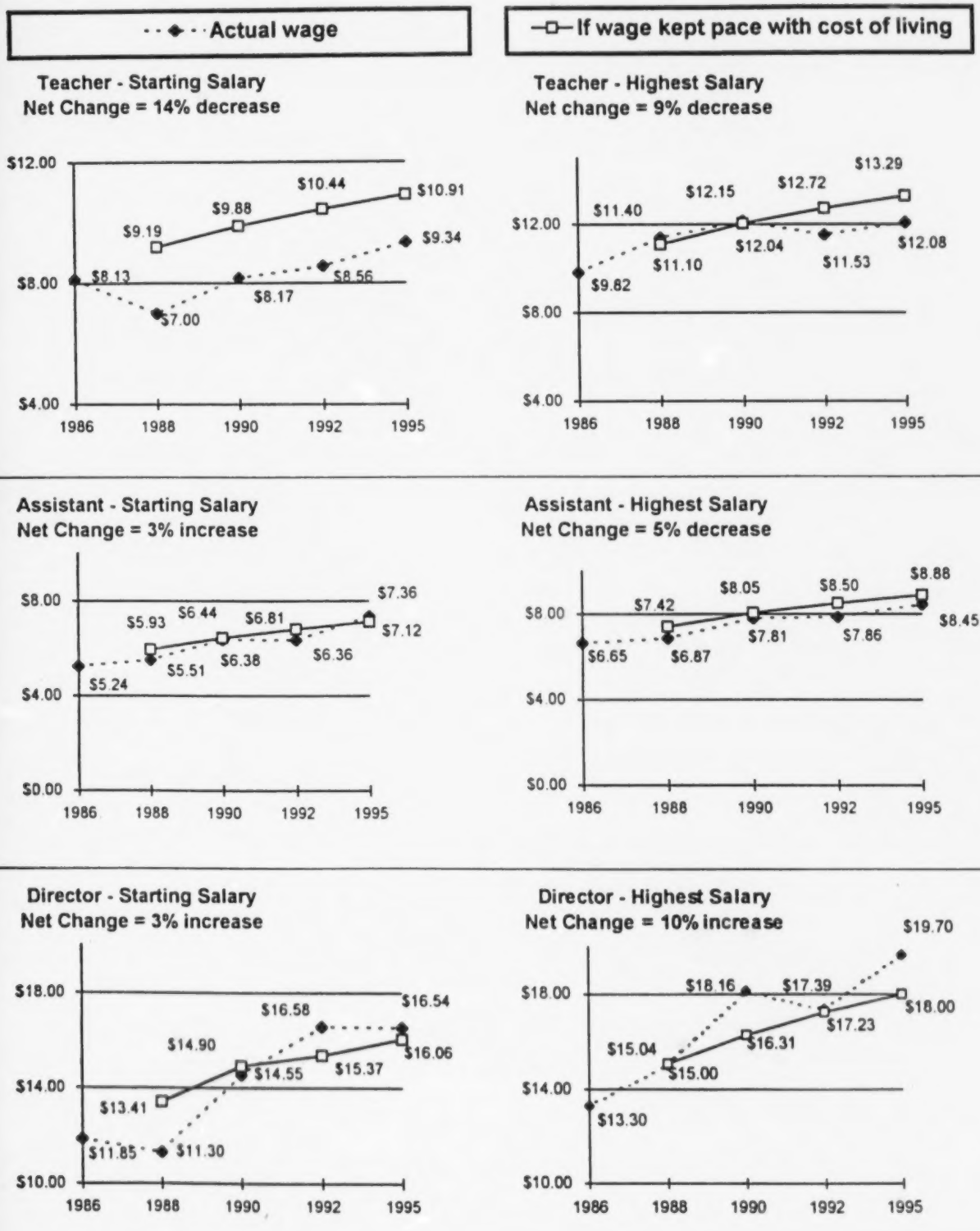
Teachers in North County were more likely to have a BA in early childhood education than in any other region. Directors are more likely to have graduate-level work or higher in North County than in other regions. The educational attainment of teaching staff in non-profit centers does not differ significantly from those in for-profit programs. The survey conducted in 1995 was the first study of Alameda County child care workers to establish their educational level, and thus we lack historical comparisons.

Salaries

The Consumer Price Index has risen by 30% in the Bay Area since 1986,[19] and wages for child care teaching jobs have not kept pace with inflation. The lowest paid teachers lost 14% of real income since 1986, or $1.57 per hour. Higher paid teachers and assistants also lost ground. Higher paid directors, on the other hand, saw wage improvements since 1986: their income increased by 10%.

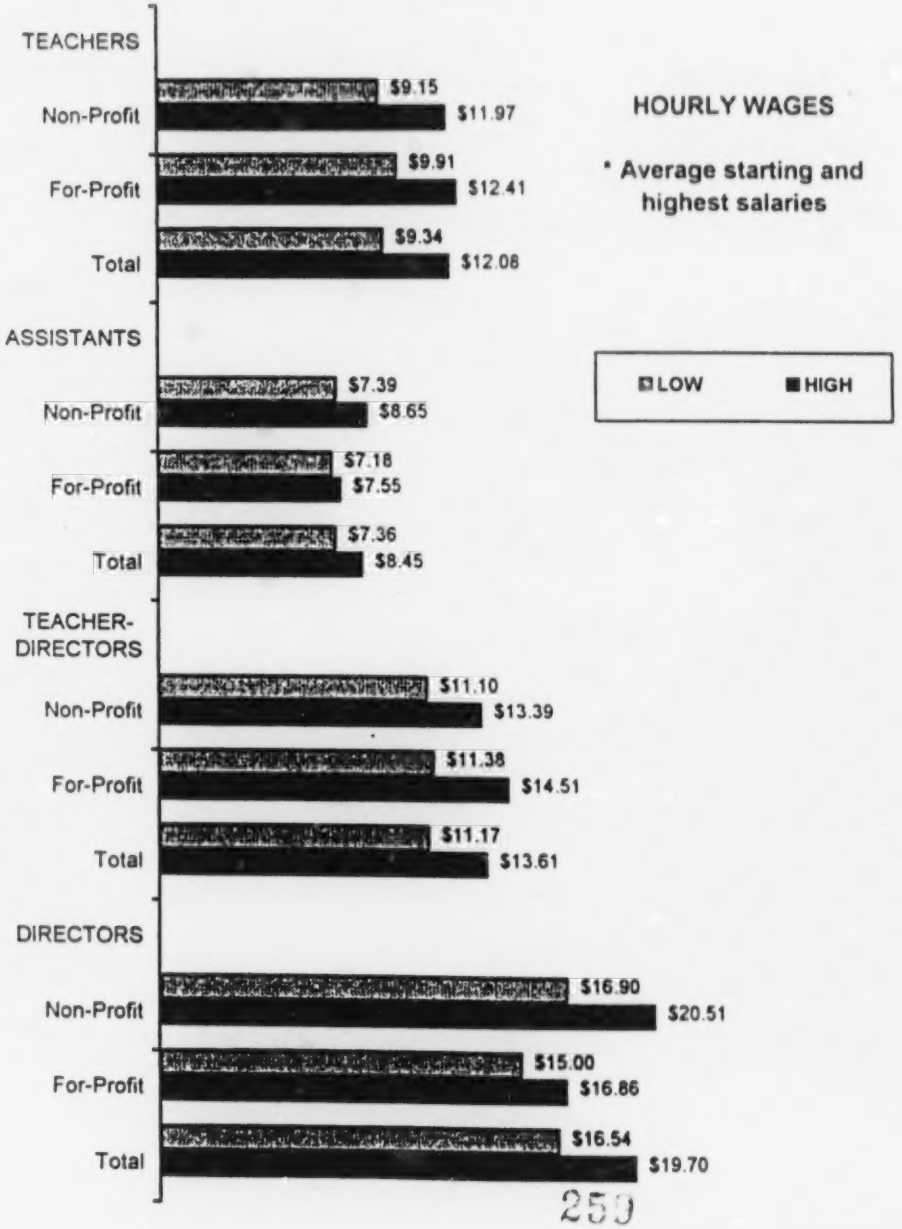
The wage trends, identified as early as 1986 in a comparable survey of northern Alameda County, unfortunately are not new. Over a period of nine years, teaching staff have not been able to maintain their 1986 real income, while directors have seen small, consistent improvements. Although increases in the cost of living (in the Bay Area and elsewhere) have been gradual in the 1990s, child care teaching salaries have not increased even the 2% to 3% per year necessary to maintain their 1986 level. Although two-thirds of all programs reported offering a cost of living adjustment (COLA) to teachers (66%) and assistants (67%) in North County, these increases have not been subtantial or wide-spread enough to counter the effects of inflation.

Figure 8 ● Northern Alameda County Wage Trends : 1986-1995



In most cases, wages for child care teachers, assistants, and directors in non-profit and for-profit centers in North County did not differ significantly (see Figure 9). However, higher paid directors employed by non-profit centers did earn significantly more than those employed in for-profit programs. Starting assistants and higher paid teachers in North County earned significantly more than did their counterparts in the South and Livermore/ Amador Valley areas of Alameda County.

Figure 9 • Northern Alameda County Salaries by Auspices*



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Benefits

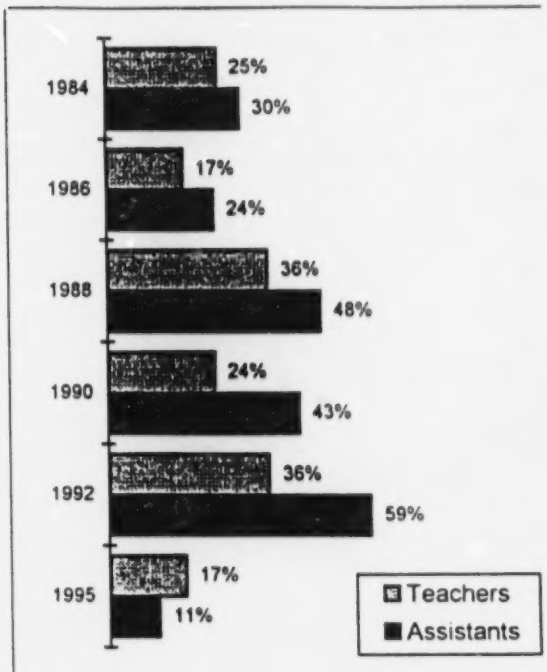
Just over half (54%) of programs surveyed reported that they offered fully paid health insurance to teachers. These figures represent a notable improvement in health benefits offered to teachers in Northern Alameda County since 1988.[20] In both 1988 and 1992, about one-third of programs only offered fully paid insurance to teachers. These findings should be interpreted with caution, however. Although the Alameda County final sample represents child care center types accurately, the North County sample, in itself, over-represents non-profit programs, while under-representing for-profit programs.

The apparent improvement in health care coverage may be, in part, a result of a higher percentage of non-profit programs participating in the survey. Non-profit programs, historically, have extended health benefits to employees more frequently than for-profit programs. At the time of the 1995 survey, 44% percent of all programs offered fully paid health benefits to assistants, a small improvement in the percentage of programs covering assistants.

Turnover

Similar to the findings for Alameda County as a whole, turnover in Northern Alameda County has plummeted for both teachers and assistants. Northern Alameda County directors reported that 17% of teachers and *only* 11% of assistants left their centers between 1994 and 1995. Assistants' turnover in North County was significantly lower than anywhere else in the County. Between 1991 and 1992, at the height of assistants' turnover in Northern Alameda County, 59% of assistants left their centers. Teachers' turnover has declined by more than half from 36% in 1991-92. The Northern Alameda County surveys since 1984 document wide fluctuations in turnover (see Figure 10). Possible explanations for the lower turnover rates are discussed in the county-wide section of this report.

Figure 10 • Northern Alameda County Turnover

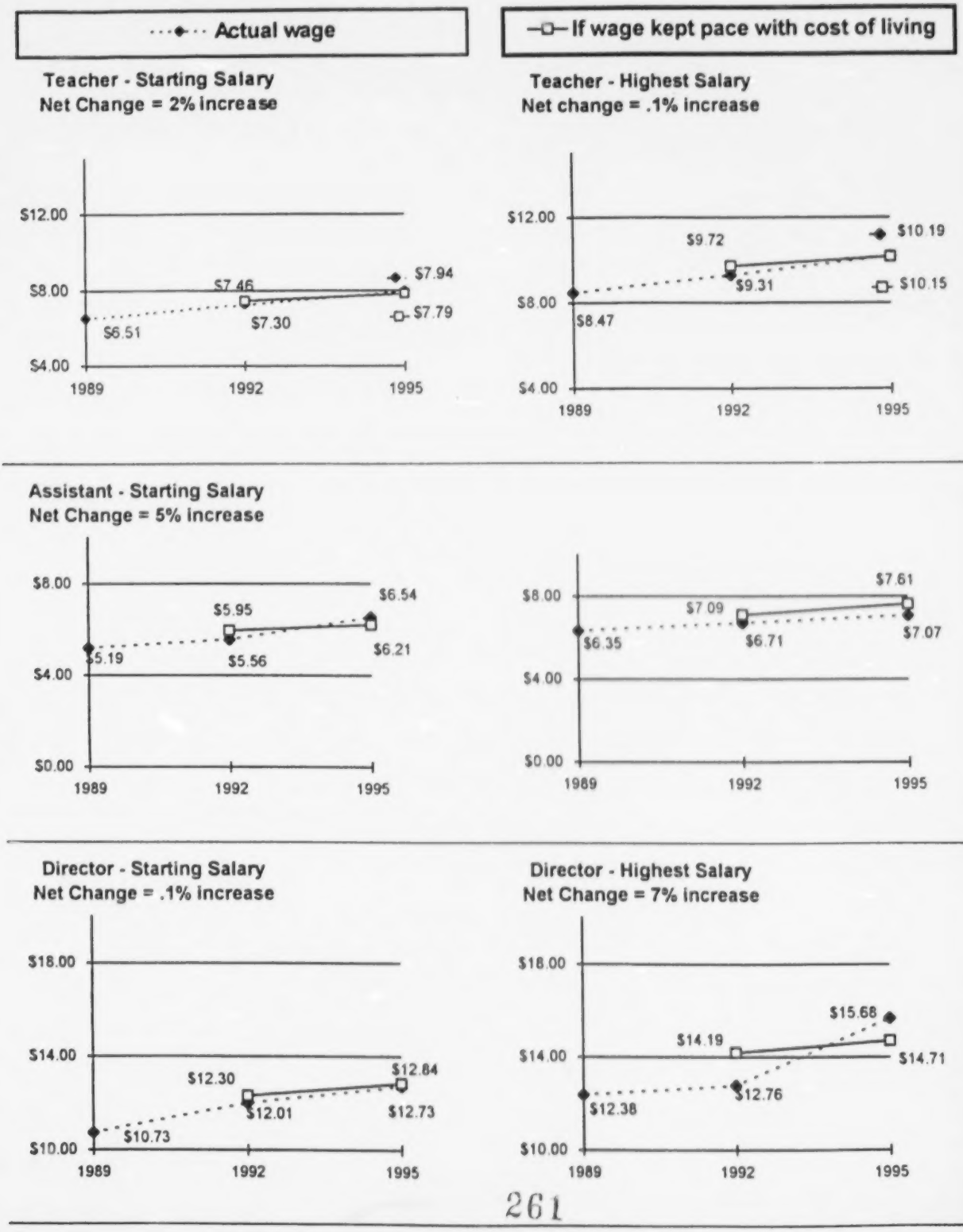


SOUTH COUNTY FINDINGS, 1986-1995 [21]

Child Care Staff Surveys Over Nine Years

In South County, including the Livermore/ Amador Valley area, 53 programs were surveyed, representing 30% of all programs (N = 178) in this region.[22] Of these programs, 18 were independent non-profit, 18 were for-profit, 9 were religious affiliated, 5 were subsidized non-profit, and 3 were public school and college. For-profit and religious affiliated programs are slightly over-represented in the final sample. Whenever possible, the findings of the 1995 survey are compared with results from South County surveys conducted in 1986, 1989, and 1992.

Figure 11 • Southern Alameda County Wage Trends: 1989-1995



Demographics

The age distribution of child care teaching staff in South County has been stable since 1986. Almost half of teachers (47%) and assistants (46%) were under age 30 at the time of the current survey, a comparable percentage to previous years. Teachers in South County were significantly younger than those in North County. In a related finding, teachers' tenure in the South was shorter than in the North. Specifically, there were fewer teachers who had been employed more than five years in South County.

The child care center work force in South County appears to be diversifying slightly. In 1986, 80% of all teachers were white, whereas in 1995, 62% of teachers were white. Seventy-five percent of assistants were white in 1986, and nine years later 61% were white. Teachers of color were reported to be: Latina (13%), African-American (10%), Asian (6%), and of mixed ethnicity (3%). The ethnic composition of assistants was comparable to teachers. Latinas were more likely to be employed as teachers and assistants by non-profit than for-profit programs in South County.

Teachers' educational backgound was reported as:

- Graduate Degree or Higher 8%
- Bachelor's Degree 15%
- AA/CDA 21%
- Some College 57%
- High School or Less 0%

Teachers were most likely to have had some college (57%) as their highest level of educational attainment. Assistants, similarly, were most likely to have had some college (63%). South County child care teachers' educational attainment was comparable to child care teachers nationally, but somewhat less than that reported in North County programs.

Specifically, teachers in South County were less likely to have had graduate degrees and assistants were less likely to have had BAs than in North County.

Salaries

Child care center staff wages in Southern Alameda County have barely kept pace with the Bay Area Consumer Price Index over six years. Teachers, assistants, and directors, on average, have received small wage gains above the 18% increase in the cost of living during this period. In a departure from this general trend, higher paid assistants lost 7% of real income since 1989. Because wage data are not available for South County prior to 1989, we do not know how wages changed in the early and mid 1980s. Given our findings of wage loss for North County from 1986, it is possible that child care teaching staff in South County may have experienced a similar wage loss.

Salaries for most teaching staff were significantly lower in South County than in North County. Starting teachers, starting assistants, and highest paid assistants employed in South County earned substantially less than did their counterparts in the North. Among South County child care centers, non-profit programs paid higher salaries to both lower and higher paid assistants. Directors at both starting and higher paid salaries fared better in non-profit than for-profit programs.

Figure 12 ● Southern Alameda County Salaries by Auspices*

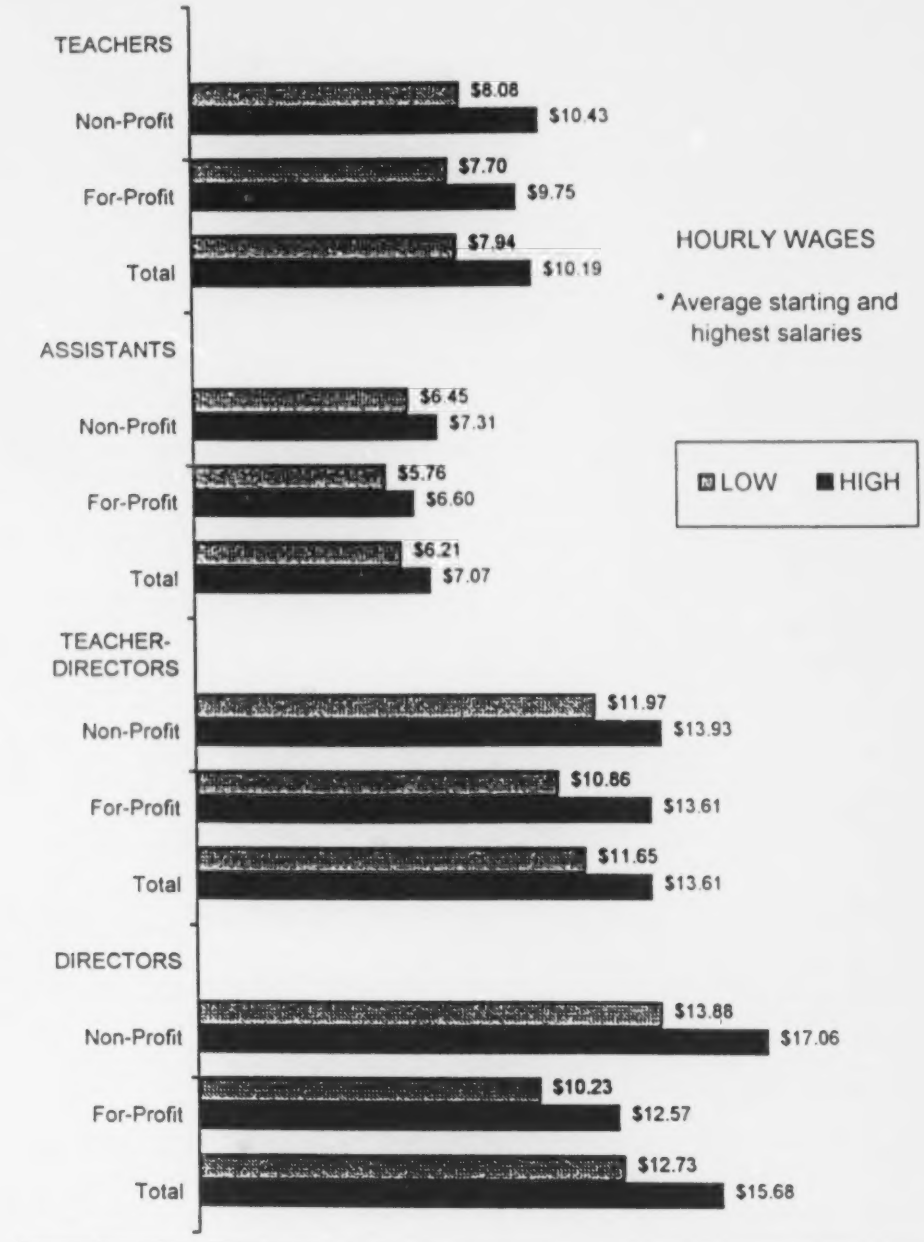
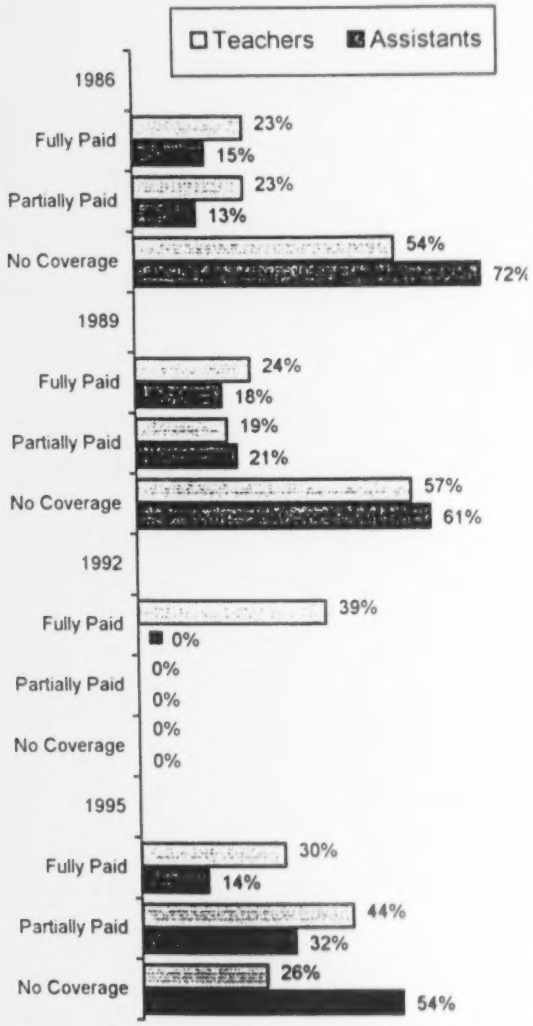


Figure 13 • Southern Alameda County Health Benefits 1986-1995



Note: 1992 data unavailable for Partially Paid and No Coverage

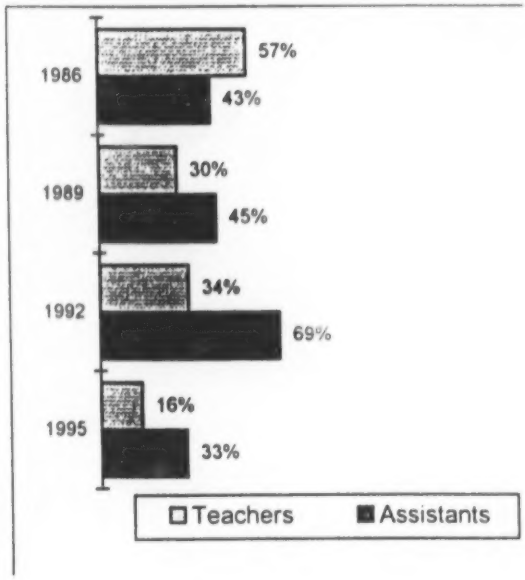
Benefits

Over one-half of centers (54%) provided no health benefits to assistants in South County and one-quarter (26%), similarly, offered no health insurance to teachers. Fully-paid health care coverage was a rarity for assistants: only 14% of centers offered this benefit to assistants. **South County centers that increased access to fully paid health coverage to teachers between 1989 and 1992, were less likely to offer fully paid insurance in 1995.** South County's health coverage is comparable to that reported in national studies of child care workers.[23] Non-profit centers were more likely to offer health benefits to teachers than were for-profit centers.

Turnover

Child care center turnover was substantially lower for teachers and assistants in South County than it has been in nine years. Teachers' turnover dropped by more than one-third, and assistants were only half as likely to leave in 1994-95 than they were in 1991-92. It should be noted that although turnover has dropped considerably, one-quarter (24%) of assistants in South County were employed by their center for less than six months at the time of this survey. Non-profit centers employed assistants with a longer tenure than did for-profit programs in South County.

Figure 14 • Southern Alameda County Turnover



Reduced turnover rates in South County were consistent with trends in North County and Alameda County as a whole; however, turnover rates for assistants in the South were marginally higher than those reported in the North. See fuller discussion of the sources of reduced turnover in the county-wide section of this report.

Figure 15 • Valley Area Salaries: Livermore, Pleasanton, and Dublin*

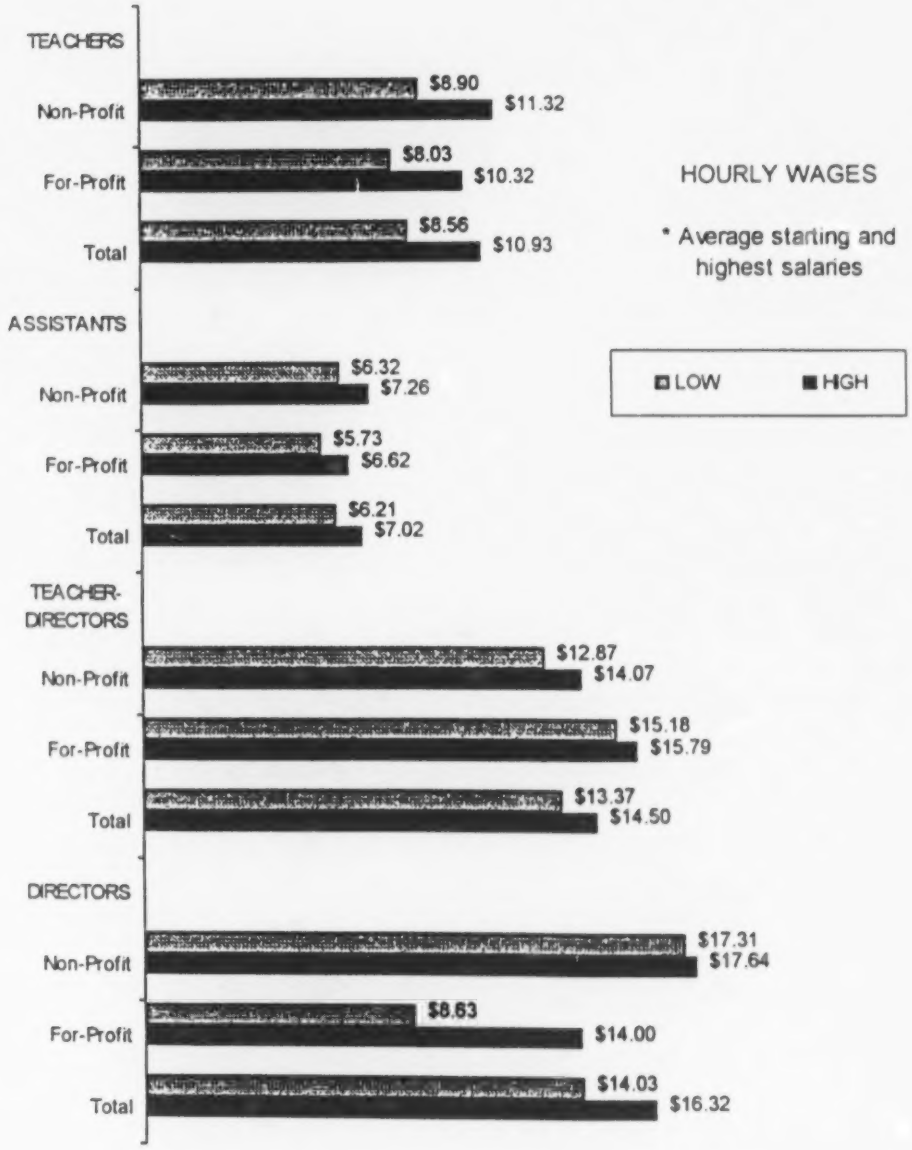


Figure 16 • Valley Area Child Care Teaching Staff Wage Trends: 1992-1995

	1992 Wage	1995 Wage	Real Change
Lowest paid teachers	$ 7.88	$ 8.56	9% increase
Highest paid teachers	9.92	10.93	10% increase
Lowest paid assistants	6.38	6.08	5% decrease
Highest paid assistants	7.83	7.02	10% decrease

Note: All wages, and the 1992-95 trends, are in 1995 dollars.

LIVERMORE / AMADOR VALLEY AREA, 1992-1995

Child Care Staff Surveys Over Three Years

The findings from the Livermore/Amador Valley area are included in the South County Report, above, as they were in 1992, but because of its unique geographic and demographic situation, findings for key issues of salary, benefits, and turnover are described below. Any significant differences found between child care staffing patterns in the Valley area and those in other regions are also reported.

The Valley, made up of the cities of Livermore, Pleasanton, and Dublin comprised just under half (43%) of the South County sample. Sixty-one percent of the Valley programs that responded were non-profit and 39% were for-profit. The proportion of for-profit to non-profit programs is comparable within the Valley as it is in South County.

The Valley programs were more likely to employ Caucasian teachers than were programs in either North or South County, which reflects the ethnic population of the area. Eighty-one percent of teachers were Caucasian, 6% were Latino, 3% were Asian, 1% were African-American.[24] Teachers employed by programs in the Valley were most likely to have some college units related to early childhood education than any other educational background.

Salaries for teaching and administrative staff in the Valley were comparable to the county-wide findings, with a few exceptions. Beginning teachers in the Valley area earned higher salaries than those in Southern Alameda County. Valley teacher directors earned more than did their counterparts in either North or South County programs.

The three-year comparison of child care teaching staff wages paints a very different picture for teachers when compared to assistants. Teachers appear to have gained between 9% and 10% in real income over three years, whereas already low-paid assistants lost ground.

Health care benefits were comparable between all regions of Alameda County, with the exception of Valley-area assistants. Programs in the Valley area were less likely to offer any form of health coverage to assistants. Valley-area programs received a smaller percentage of their overall funds from public subsidies than did North County programs.

Turnover rates for the Valley area were 27% for teachers and 20% for assistants, a rate comparable to the county-wide findings.

SUMMARY

Results of the 1995 Alameda County wage and benefit survey indicate a decade-long trend of low wages and inadequate benefits for child care teaching staff. Although child care staff turnover has decreased in recent years, it remains substantially higher than in related

occupations and too high to provide consistent care for children. The downturn of the local economy, as well as small improvements in child care center support for staff training, and other benefits may have encouraged child care staff to remain on the job over the last three years.

Differences in staffing among types of programs are evident from these findings. Programs that have historically compensated child care teachers at significantly higher levels, specifically public school and college sponsored centers, continue to attract and retain better educated staff in Alameda County. However, there is evidence that the number of teachers employed by these programs is declining, thus reducing the supply of well-paying child care jobs.

Compensation and staffing policies in for-profit centers have differed from non-profit centers consistently over the decade in Alameda County, as in other communities. Non-profit programs tended to hire better educated staff, compensated them better, and committed a greater percentage of center resources to staff salaries. Among non-profit programs, those programs that received public subsidies compensated better and attracted more highly trained staff.

Wage and benefit trends in recent years apply to the County as a whole. Some differences do exist, however, between geographical sections of the County. North County centers compensated staff at higher levels and employed an older, more educated work force. Assistants' turnover was significantly lower in North County than in other sections of the County. Differences between program auspices were more pronounced in South County than in North County. Non-profit centers in the South were more likely to provide health benefits to assistants and pay higher director salaries than were for-profit programs. Livermore/Amador Valley centers offered lower salaries and benefits to assistants than in any other area of the County.

POLICY IMPLICATIONS

A number of proposed federal child care policy reforms could have a far-reaching impact on the child care work force and the quality of child care services in Alameda County. As we go to press, proposed reforms have not been signed into law; however, it is likely that some version of these proposals will be implemented. Most prominent are the changes in welfare policy.

Welfare Reform: Proposed changes in welfare policy include a mandate for recipients to work, or risk losing their benefits. Work requirements will dramatically expand the demand for low-cost, high quality child care services for parents previously not in the work force. Yet, proposed "capped-entitlements" would limit the public funds to support child care services for low-income families who currently receive AFDC and will also eliminate funds for many low income working families who now receive child care subsidies. Furthermore, it is proposed that welfare recipients unable to find other employment offer child care services or volunteer in a child care program if they want to continue to receive benefits.

The small gains child care workers have made in recent years could quickly erode in a climate of increasing demand for services with limited funds. An expanding pool of child care workers with little or no training, coupled with pressure on programs to accept little or no reimbursement from families in need, would undercut child care workers and further intensify the false dichotomy between children, family, and provider needs. Quality child care programs, a need of all children, are inextricably linked to adequate staff compensation and training.

The proposed changes in welfare child care funds will result in a greater reliance on vouchers or payments to parents rather than program contracts. While ostensibly supporting parent choice, vouchers provide an unstable form of funding for centers which would make it difficult for them to predict or rely on subsidy income and invest in employees. Sufficient, stable subsidies to established child care programs, such as the

public school and college sponsored centers, historically have resulted in significantly higher levels of staff compensation and training and low turnover that pay off in high quality services for children.

Additional proposed cuts in Medicaid and the child care food program will further burden center budgets as programs struggle to provide sufficient nutrition and support services for children with dollars previously used for other center operations. Centers are likely to face increasing demands to meet children's needs previously met by federal programs, thus diminishing resources to retain staff. In this likely scenario of federal cuts to services for families, center staff will need more support and incentives to remain on the job to meet the needs of families under stress.

Child Care and Development Block Grant (CCDBG) Reauthorization: Lawmakers are debating whether the 1995 reauthorization of the CCDBG will include the 15% quality set-aside provision which the recipient State must target to quality measures such as training, compensation, resource and referral services, etc. *The quality set-aside is crucial to local and state efforts to build training and compensation initiatives.* For example, the quality set-aside has supported programs in California such as the California Early Childhood Mentor Teacher Program (CECMTP) and the California Loan Assumption Program: both programs seek to improve staff retention by making the cost of training lower to teachers and providers. Although the quality set-aside in itself cannot address the need to dramatically improve child care staff compensation, it is important and one of the few publicly funded efforts to build a skilled and stable work force.

Research and experience demonstrate repeatedly that what is good for child care teachers is good for children and families: well trained and compensated staff provide quality care. The proposed challenges to national welfare policy threaten the well being of children, teachers, and parents. Child care teachers, advocates, policy makers, and parents all have an important role to play in contributing to the child care planning process in Alameda County. In particular, they must work together to ensure that federal social welfare reductions do not create divisions among them that further undermine the quality of services for families.

♦ ◆ ♦

End Notes

1 *Cost, Quality, and Child Outcomes in Child Care Centers, Public Report* by S. Helburn et al. Denver, CO: University of Colorado, April 1995.

2 The United States Army's child care compensation plan is described in *Breaking the Link: A National Forum on Child Care Compensation*, Washington, DC: National Center for the Early Childhood Work Force, 1994. Head Start's federally mandated policy to enhance teaching staff salaries is documented in *Early Childhood Programs: Local Perspectives to Providing Head Start Services*, Government Accounting Office, December 1994; and in *Improving Salaries in Head Start: Lessons for the Early Care and Education Field*. Washington, DC: NCECW (in press).

3 A sampling of publications that make this recommendation includes:

Starting Points: Meeting the Needs of Our Youngest Children. New York: Carnegie Corporation of New York, 1994.

Ready to Learn: A Mandate for the Nation by E.L. Boyer. New York: Carnegie Foundation for the Advancement of Learning, 1991.

Heart Start: The Emotional Foundations of School Readiness. Washington, DC: National Center for Clinical Infant Programs, 1992.

Beyond Rhetoric: A New American Agenda for Children and Families. Washington, DC: National Commission on Children, 1991.

Taking Care: State Developments in Child Care. Washington, DC: National Governors Association, 1990.

4 A written survey published by the National Center for the Early Childhood Work Force, formerly the Child Care Employee Project.

5 A little over half of all licensed child care programs in Alameda County received surveys with a letter requesting their participation. Thirty-eight percent of the 244 program directors contacted returned surveys. Some of the programs included in the sample oversee multiple child care center sites. In total, 126 sites are included in the final sample.

6 There are 444 child care "sites" in Alameda County. "Sites" refers to a child care facility that may or may not be administered by a central "program" body.

7 All findings reported are significant at the .05 level.

8 The population in Alameda County is 53% Caucasian, 17% African American, 14% Latino, and 15% Asian. Children in Alameda County are more diverse than its total population: 57% are children of color. From *California: The State of Our Children*, 1991. Oakland, CA: Children Now.

9 Two percent of teachers and 7% of assistants identified as "mixed ethnicity" or "other."

10 In fact, the percentage of teachers with some ECE training is probably higher. We ask directors to report only the *highest* level of education teachers have accomplished, whether in ECE, a related field, or unrelated field. A teacher with a BA in an unrelated field may also have had some ECE units in community college, and thus the ECE would not be reported.

11 For more information about average educational levels and other staffing issues in other Bay Area communities, see the following NCECW reports: *The San Francisco Survey of Child Care Center Salaries, Benefits, and Working Conditions: 1994* and *The Marin County Survey of Child Care Center Salaries, Benefits, and Working Conditions*. The San Mateo 4-Cs has recently published the findings of an NCECW survey in *The San Mateo County Survey of Child Care Center, Salaries, Benefits, and Working Conditions, 1994*. The report of Santa Clara County's child care staffing issues (1995) is forthcoming.

[12] *Cost, Quality, and Child Outcomes in Child Care Centers, Technical Report* by Helburn et al. June 1995, p. 61. The national average ratio of nonwage benefits to wages is 23%.

[13] *The National Child Care Staffing Study Revisited: Four Years in the Life of Center Based Child Care* by M. Whitebook et. al. Oakland, CA: Child Care Employee Project, 1993.

[14] Dependent coverage is important for the child care center employee, who typically is a member of a family of three.

[15] Turnover is measured by asking directors how many staff, in each job category, left their center in the past 12 months. The total number of teachers, for example, who left is divided by the total number of teachers employed at the time of the survey.

[16] During this same period the US annual turnover rate for all teaching staff was 36%. For teachers it was 39% and for assistants 52%. Reported in: *Cost, Quality, and Child Outcomes in Child Care Centers, Technical Report* by Helburn et al. June 1995.

[17] *Schools and Staffing in the US: A Statistical Profile, 1990-91.* Washington, DC: National Center for Education Statistics, US Department of Education, July 1993.

[18] The response rate of the Northern Alameda Centers surveyed was 17%.

[19] The measurement of wages employed in the 1984 survey is not comparable to that used in subsequent surveys.

[20] Findings from 1990, however, do not conform to this apparent trend. Five years ago directors reported that 67% of programs offered fully paid health insurance to teaching staff, while 55% offered the same to assistants, a higher percentage than currently offered the benefit in 1995. The 1990 sample had a higher percentage of public school and college programs than did surveys in other years, which may account for the discrepancy.

[21] Includes the Valley area.

[22] The response rate to the Southern Alameda County survey was 41%.

[23] *Cost, Quality, and Child Outcomes in Child Care Centers, Technical Report* by Helburn et al. June 1995.

[24] The remaining 4% identified as "mixed ethnicity" or other.

ACKNOWLEDGMENTS

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Appendix F

California Child Care and Development Compensation Study: Child Care Center and Child Care Staff Surveys

CHILD CARE AND DEVELOPMENT COMPENSATION STUDY

Child Care Center Survey

(draft 2/28/96)

This survey was adapted for the 1996 California Compensation Study by the American Institutes for Research and the National Center for the Early Childhood Work Force (NCECW) from a survey originally developed by NCECW.

The information you provide will be kept confidential.
No names, individuals, or center names will be reported or maintained on data files.

For the purpose of this survey we refer to:

ADMINISTRATIVE DIRECTORS	*as persons with administrative duties primarily.*
TEACHER-DIRECTORS	*as persons with both teaching and administrative duties.*
TEACHERS	*as persons in charge of a group or classroom of children, often with staff supervisory responsibilities.*
ASSISTANT TEACHERS	*as persons working under the supervision of a teacher.*
TECHNICAL/ADMINISTRATIVE SUPPORT STAFF	*as secretaries, cooks, bus drivers, custodians, maintenance staff, technicians, and other professional staff without teaching responsibilities.*

START HERE

Please provide your name, phone number, and the best times to reach you, in case we need to clarify your answers.

NAME_____ **PHONE NUMBER** WORK: (____)_____

HOME: (____)_____

Best times to call you: **DAY OF WEEK:** ☐ M ☐ T ☐ W ☐ Th ☐ F

TIME OF DAY: _____

GO TO NEXT PAGE

CENTER TYPE

1. Please indicate the category that **BEST** describes your center's program. *(Check only one box.)*

FOR PROFIT:
- Independently owned and operated ☐
- Local chain ☐
- National chain ☐
- Sponsored: Corporate/Business/Hospital ☐

NON-PROFIT:
- Independent ☐
- Head Start ☐
- Parent cooperative ☐
- Sponsored: Church or religious organization ☐
- Sponsored: University or college ☐
- Sponsored: Public primary/Secondary school ☐
- Sponsored: Private primary/Secondary school ☐
- Sponsored: Corporate/Business/Hospital ☐
- Sponsored: State or local governmental agency ☐
- Sponsored: Non-Governmental community organization ☐
- Other (specify):_____ ☐

2. How long has the center been in existence? _____ years

CHILD COUNTS

3. How many children in each of the following ethnic groups does your center currently serve? *(Write 0 if none.)*

- African-American _____ children
- Caucasian _____ children
- Asian/Pacific Islander _____ children
- Latino/Hispanic _____ children
- American Indian/Alaskan Indian _____ children
- Other (specify) _____ _____ children
- Unknown _____ children

4. How many children in each of the following age groups and service categories does your center currently serve? *(Write 0 if none.)*

	Full-time (30+ hrs per week)	**Part-time** (Less than 30 hrs per week)
Infants (6 weeks-12 months)	_____ children	_____ children
Toddlers (13-35 months)	_____ children	_____ children
Preschool-age (3-4 years old)	_____ children	_____ children
Kindergarten-age (5 years old)	_____ children	_____ children
School-age (over 5 years old)	_____ children	_____ children

5. Is your center currently filled to capacity?

☐ Yes → SKIP to Question 7

☐ No → GO to Question 6

6. How many vacancies does your center have? _____ children

STAFF TURNOVER

7. In the last 12 months, how many full-time and part-time staff in the four categories of employees listed below have **VOLUNTARILY** left their jobs at your center?

	Full-time (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
Administrative Directors	_____ staff persons	_____ staff persons
Teacher-Directors	_____ staff persons	_____ staff persons
Teachers	_____ staff persons	_____ staff persons
Assistant Teachers	_____ staff persons	_____ staff persons

8. In the last 12 months, how many full-time and part-time staff in the four categories of employees listed below have been **LAID OFF OR FIRED** from their jobs at your center?

	Full-time (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
Administrative Directors	_____ staff persons	_____ staff persons
Teacher-Directors	_____ staff persons	_____ staff persons
Teachers	_____ staff persons	_____ staff persons
Assistant Teachers	_____ staff persons	_____ staff persons

9. Thinking about the last time your center tried to fill staff vacancies, how long was it from the time a staff person left until a replacement was hired? *(Check one box for each category of employee.)*

	0-3 months	**4-6 months**	**7-12 months**	**1 year or more**
Administrative Directors	☐	☐	☐	☐
Teacher-Directors	☐	☐	☐	☐
Teachers	☐	☐	☐	☐
Assistant Teachers	☐	☐	☐	☐

10. How many full-time and part-time staff in the following categories of employees did you have employed in your center 12 months ago?

	Full-time (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
Administrative Directors	_____ staff persons	_____ staff persons
Teacher-Directors	_____ staff persons	_____ staff persons
Teachers	_____ staff persons	_____ staff persons
Assistant Teachers	_____ staff persons	_____ staff persons

11. Do teaching staff in your center work under a collective bargaining agreement (union)?

☐ Yes
☐ No

WORKING CONDITIONS / JOB CHARACTERISTICS

12. Are the following working conditions provided for the three categories of employees listed below?
(Check yes or no for each category of employees.)

	Teacher-Directors	Teachers	Assistant Teachers
Paid breaks	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Paid lunch period	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Paid preparation / planning time	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Compensation for overtime (financial or time off)	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Payment for attendance during or after regular working hours at:			
Staff meetings	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Parent meetings	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
On-site in-service training	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Off-site training and workshops	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Written job description	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Written contract	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Written salary schedule	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Formal grievance procedure	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Yearly cost of living increase	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Periodic merit increase in wages	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Staff room	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no

13. If you were given sufficient release time, in what areas would you like to receive additional training?
*(Please check the top **three** areas.)*

- Developmentally appropriate practice ☐
- Children with special needs (e.g., disabled, gifted) ☐
- Multicultural awareness ☐
- Family support ☐
- Health and safety ☐
- Business administration/management ☐
- Finance ☐
- Human resources/staff recruitment ☐
- Leadership skills ☐
- Marketing ☐

GO TO NEXT PAGE

14. In the table below, please fill in the names or initials of all full-time and part-time staff at your center. Include administrative staff (including yourself), teacher-directors, teachers, assistant teachers, and technical/administrative support staff. Please provide the job title codes (provided below), hourly rate, the average number of paid hours worked per week in this center, and the number of years in the child care center for ALL staff employed in the center.
(If there are more than 20 employees, an additional sheet was provided in your packet.)

	Name or Initials	Job title code*	Hourly rate	Paid hours per week in this center	Number of years at this center
1.			$		
2.			$		
3.			$		
4.			$		
5.			$		
6.			$		
7.			$		
8.			$		
9.			$		
10.			$		
11.			$		
12.			$		
13.			$		
14.			$		
15.			$		
16.			$		
17.			$		
18.			$		
19.			$		
20.			$		

***Job Title Codes:**

01 Administrative Director
02 Teacher-Director
03 Teacher
04 Assistant Teacher
05 Technician / Professional staff without teaching responsibilities
06 Secretary / Clerical support
07 Cook / Food preparation staff
08 Bus driver / Transportation staff
09 Custodian / Maintenance staff
10 Others

CENTER STAFF *continued*

15. Is there a salary schedule for staff in this center?

☐ Yes → GO to Question 16

☐ No → SKIP to Question 17

16. According to the current salary schedule, what are the lowest and highest hourly wage rates paid to the four categories of employees listed below?

	Lowest wage	Highest wage
Administrative Directors	$ _____ per hour	$ _____ per hour
Teacher-Directors	$ _____ per hour	$ _____ per hour
Teachers	$ _____ per hour	$ _____ per hour
Assistant Teachers	$ _____ per hour	$ _____ per hour

CENTER CHARACTERISTICS

17. What is the typical **WEEKLY** fee for child care services for each of the following age groups, for parents who pay the full cost of care? *(Write 0 if no children of a particular age group are served.)*

	Full-time (30+ hrs per week)	Part-time (Less than 30 hrs per week)
Infants (6 weeks-12 months)	$ _____ per week	$ _____ per week
Toddlers (13-35 months)	$ _____ per week	$ _____ per week
Preschool-age (3-4 years old)	$ _____ per week	$ _____ per week
Kindergarten-age (5 years old)	$ _____ per week	$ _____ per week
School-age (over 5 years old)	$ _____ per week	$ _____ per week

18. Does your center offer scholarships or charge families different fees based on their family income?

☐ Yes → Please attach a copy of your fee schedule to the survey.

☐ No

19. Does your center charge families different fees based on the number of children in a family enrolled in the center?

☐ Yes → Please attach a copy of your fee schedule to the survey.

☐ No

20. Does your center receive government or community agency subsidies (**e.g.**, government reimbursements, welfare, vouchers) to cover the cost of care for any children in your program?

☐ Yes → GO to Question 21

☐ No → SKIP to Question 22

21. How many of the children in your center have tuition paid (directly or indirectly) fully or in part by government or community agencies? ..... _____ children

22. What kind(s) of license(s) does your center have? *(Check all that apply.)*

Infant center ..... ☐

School-age day care center ..... ☐

Day care center -- ill child ..... ☐

Day care center ..... ☐

REVENUES AND EXPENDITURES

Please provide the following revenue and expenditure information by the categories listed or attach a copy of the annual budget for your child care center. All information will be held in strict confidence.

23. Please record your best estimate of the revenues for fiscal year 1995 for your center.

Parent fees	$ _____	per year
Public subsidies (state, federal, or local money)	$ _____	per year
Corporate subsidies	$ _____	per year
All other revenues	$ _____	per year
TOTAL REVENUES	$ _____	per year

24. Please record your best estimate of the expenditures for fiscal year 1995 for your center.

Total staff salaries and benefits	$ _____	per year
Contracted services/other operating costs (including supplies and materials, utilities, and city services)	$ _____	per year
Food	$ _____	per year
Advertising to recruit staff	$ _____	per year
All other expenditures	$ _____	per year
TOTAL EXPENDITURES	$ _____	per year

EMPLOYEE BENEFITS

Questions in this section refer to administrative directors, teacher-directors, teachers, and assistant teachers. Please provide information for each of the four categories of employees as indicated. If benefits increase over the time of employment, indicate the **STARTING** benefits offered.

25. Does your center provide health insurance benefits for the four categories of employees listed below?

Administrative Directors	☐ Yes	☐ No
Teacher-Directors	☐ Yes	☐ No
Teachers	☐ Yes	☐ No
Assistant Teachers	☐ Yes	☐ No

If you checked YES for any of the job categories listed above please GO to Question 26.
If you checked NO for ALL of the job categories listed above please SKIP to Question 33.

26. What is your center's typical contribution **PER EMPLOYEE** for health insurance coverage (employee only, employee and dependents)? *(Please answer for the categories of employees for which you checked yes in question 25.)*

	Employee only	Employee and dependents
Administrative Directors	$ _____ per month	$ _____ per month
Teacher-Directors	$ _____ per month	$ _____ per month
Teachers	$ _____ per month	$ _____ per month
Assistant Teachers	$ _____ per month	$ _____ per month

27. Does your center offer employees a health insurance plan for which the full cost of the premium is **FULLY PAID** for the employed individual **ONLY**?
(Please answer for the categories of employees for which you checked yes in question 25.)

Administrative Directors	☐ Yes	☐ No
Teacher-Directors	☐ Yes	☐ No
Teachers	☐ Yes	☐ No
Assistant Teachers	☐ Yes	☐ No

28. Does your center's contribution to employees' health insurance plan cover the full cost of the premium for the employed individual **AND** dependents?
(Please answer for the categories of employees for which you checked yes in question 25.)

Administrative Directors	☐ Yes	☐ No
Teacher-Directors	☐ Yes	☐ No
Teachers	☐ Yes	☐ No
Assistant Teachers	☐ Yes	☐ No

29. How many hours per week must an employee work to be eligible for health insurance benefits?
(Please answer for the categories of employees for which you checked yes in question 25.)

Administrative Directors	_____ hours per week
Teacher-Directors	_____ hours per week
Teachers	_____ hours per week
Assistant Teachers	_____ hours per week

30. Do employees have to work a set period of time (**e.g.**, number of months, years) before they become eligible for your center's health insurance benefits?
(Please answer for the categories of employees for which you checked yes in question 25.)

Administrative Directors	☐ Yes	☐ No
Teacher-Directors	☐ Yes	☐ No
Teachers	☐ Yes	☐ No
Assistant Teachers	☐ Yes	☐ No

31. How many employees currently **QUALIFY** for health insurance benefits (partial and full) in your center?
(Please answer for the categories of employees for which you checked yes in question 25.)

Administrative Directors	_____ staff persons
Teacher-Directors	_____ staff persons
Teachers	_____ staff persons
Assistant Teachers	_____ staff persons

EMPLOYEE BENEFITS *continued*

32. How many employees currently **TAKE ADVANTAGE OF** your center's health insurance benefits?
(Please answer for the categories of employees for which you checked yes in question 25.)

Administrative Directors ..... _____ staff persons
Teacher-Directors ..... _____ staff persons
Teachers ..... _____ staff persons
Assistant Teachers ..... _____ staff persons

33. Does your center offer retirement or pension plan benefits for the four categories of employees listed below?

Administrative Directors ..... ☐ Yes ☐ No
Teacher-Directors ..... ☐ Yes ☐ No
Teachers ..... ☐ Yes ☐ No
Assistant Teachers ..... ☐ Yes ☐ No

If you checked YES for any of the job categories listed above please GO to Question 34.
If you checked NO for ALL of the job categories listed above please SKIP to Question 36.

34. What is your center's contribution **PER EMPLOYEE** for retirement or pension plan benefits?
(Please answer for the categories of employees for which you checked yes in question 33.)

Administrative Directors ..... _____ % of salary
Teacher-Directors ..... _____ % of salary
Teachers ..... _____ % of salary
Assistant Teachers ..... _____ % of salary

35. How many hours per week must an employee work to be eligible for retirement or pension plan benefits?
(Please answer for the categories of employees for which you checked yes in question 33.)

Administrative Directors ..... _____ hours per week
Teacher-Directors ..... _____ hours per week
Teachers ..... _____ hours per week
Assistant Teachers ..... _____ hours per week

36. What are the **TYPICAL** percentages of salary contributed by the center on behalf of employees for state unemployment compensation, workers compensation, and other related insurance/benefits?
(Do not include social security.)

State unemployment compensation ..... _____ % of salary
Worker's compensation ..... _____ % of salary
Other (please specify):
_____ ..... _____ % of salary

37. Does your center provide reduced child care fees for the full-time and part-time employees listed below?

	Full-time (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
Administrative Directors	☐ yes ☐ no	☐ yes ☐ no
Teacher-Directors	☐ yes ☐ no	☐ yes ☐ no
Teachers	☐ yes ☐ no	☐ yes ☐ no
Assistant Teachers	☐ yes ☐ no	☐ yes ☐ no

If you checked YES for any of the job categories listed above please GO to Question 38.
If you checked NO for ALL of the job categories listed above please SKIP to Question 39.

38. What is the **MAXIMUM** value of the reduced child care fees benefit? *(Please answer for the categories of employees for which you checked yes in question 37.)*

Administrative Directors ..... $ _____ per month
Teacher-Directors ..... $ _____ per month
Teachers ..... $ _____ per month
Assistant Teachers ..... $ _____ per month

39. What is the number of days of **PAID** maternity and/or paternity leave provided for the full-time and part-time employees listed below? *(Write 0 if none.)*

	Full-time (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
Administrative Directors	_____ days	_____ days
Teacher-Directors	_____ days	_____ days
Teachers	_____ days	_____ days
Assistant Teachers	_____ days	_____ days

40. What is the number of days of **UNPAID, JOB-PROTECTED** maternity and/or paternity leave provided for the full-time and part-time employees listed below? *(Write 0 if none.)*

	Full-time (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
Administrative Directors	_____ days	_____ days
Teacher-Directors	_____ days	_____ days
Teachers	_____ days	_____ days
Assistant Teachers	_____ days	_____ days

EMPLOYEE BENEFITS *continued*

41. Does your center provide financial assistance to cover fees for staff development (e.g., workshops, conferences) for the full-time and part-time employees listed below?

	Full-time (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
Administrative Directors	☐ yes ☐ no	☐ yes ☐ no
Teacher-Directors	☐ yes ☐ no	☐ yes ☐ no
Teachers	☐ yes ☐ no	☐ yes ☐ no
Assistant Teachers	☐ yes ☐ no	☐ yes ☐ no

If you checked YES for any of the job categories listed above please GO to Question 42.
If you checked NO for ALL of the job categories listed above please SKIP to Question 44.

42. How much did the center spend on financial assistance to cover fees for staff development in the past 12 months? *(Please answer for the categories of employees for which you checked yes in question 41.)*

Administrative Directors ..... $ _____ per year
Teacher-Directors ..... $ _____ per year
Teachers ..... $ _____ per year
Assistant Teachers ..... $ _____ per year

43. How many employees received financial assistance to cover fees for staff development in the past 12 months? *(Please answer for the categories of employees for which you checked yes in question 41.)*

Administrative Directors ..... _____ staff persons
Teacher-Directors ..... _____ staff persons
Teachers ..... _____ staff persons
Assistant Teachers ..... _____ staff persons

44. Does your center **REQUIRE** ongoing early childhood education training for any teaching staff in your center?

☐ Yes
☐ No

45. Does your center provide salary incentives to encourage staff to participate in professional development, education and/or training (**e.g.**, pay raise for completing additional ECE units)?

☐ Yes
☐ No

GO TO NEXT PAGE

46. What is the number of **PAID SICK DAYS** per year for the full-time and part-time employees listed below? *(Write 0 if none.)*

	Full-time (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
Administrative Directors	_____ days	_____ days
Teacher-Directors	_____ days	_____ days
Teachers	_____ days	_____ days
Assistant Teachers	_____ days	_____ days

47. What is the number of **PAID HOLIDAYS** per year for the full-time and part-time employees listed below? *(Write 0 if none.)*

	Full-time (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
Administrative Directors	_____ days	_____ days
Teacher-Directors	_____ days	_____ days
Teachers	_____ days	_____ days
Assistant Teachers	_____ days	_____ days

48. What is the number of **PAID VACATION** days per year for the full-time and part-time employees listed below? *(Write 0 if none.)*

	Full-time (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
Administrative Directors	_____ days	_____ days
Teacher-Directors	_____ days	_____ days
Teachers	_____ days	_____ days
Assistant Teachers	_____ days	_____ days

Thank you for taking the time to complete this survey.

This information will be used to guide the development of state policy related to the improvement of compensation arrangements for the California child care work force.

ADDITIONAL QUESTIONS

Please take a few moments to fill out these additional questions. After the surveys went to press, we became aware of the need for more specific information to support the development of programs to broaden health care coverage for child care staff. Your answers to these questions are the first step to solving the problem of the growing cost of health insurance.

1. Does your center offer a **"CAFETERIA-STYLE"** health insurance plan in which employees receive a set dollar amount to apply to the benefits of their choice?

   ☐ Yes → SKIP to Question 3

   ☐ No → GO to Question 2

2. Does your center offer a **GROUP** health insurance plan that covers employees through one health care insurer?

   ☐ Yes → GO to Question 3

   ☐ No → SKIP to Question 4

3. Do your center's contributions to the health insurance plans of eligible employees increase with the length of employment?

   ☐ Yes

   ☐ No

4. Assuming more affordable health plan options become available for child care programs, aproximately how much more would your center be willing to pay in total each month to provide or improve health care coverage for employees? *(Estimate a monthly increase to cover all employees. If your center cannot afford more coverage write 0.)*

   $ _____ per month

5. Does your center offer employees a **PARTIALLY PAID** health insurance plan?

   ☐ Yes → GO to Question 6

   ☐ No → SKIP to Question 8

6. How many employees are currently **ELIGIBLE** for your center's **PARTIALLY PAID** health insurance plan?

   _____ employee(s)

7. How many employees currently **TAKE ADVANTAGE** of your center's **PARTIALLY PAID** health insurance plan?

   _____ employee(s)

8. How important is it for the well-being of your center's program to offer health benefits to employees? *(PLEASE CHECK the most appropriate response.)*

VERY IMPORTANT	IMPORTANT	NOT VERY IMPORTANT	NOT AT ALL IMPORTANT
☐	☐	☐	☐

CHILD CARE AND DEVELOPMENT COMPENSATION STUDY

Child Care Staff Survey

(draft 2/28/96)

This survey was adapted for the 1996 California Compensation Study by the American Institutes for Research and the National Center for the Early Childhood Work Force (NCECW) from a survey originally developed by NCECW.

The information you provide will be kept confidential.
No names, individuals, or center names will be reported or maintained on data files.

START HERE

Please provide your name, phone number, and the best times to reach you, in case we need to clarify your answers.

Name_____ **Phone number** work: (____)_____

home: (____)_____

Best times to call you: **Day of week:** ☐ M ☐ T ☐ W ☐ Th ☐ F

Time of day: _____

JOB TITLE AND CHILD COUNT

1. What title **BEST** describes your present job? *(Check only one box.)*

Administrative Director
(**i.e.**, persons with administrative duties primarily) ..... ☐ →SKIP to Question 8

Teacher/Director
(**i.e.**, persons with both teaching and administrative duties) ..... ☐ →GO to Question 2

Teacher
(**i.e.**, persons in charge of a group or classroom of children, often with staff supervisory responsibilities, may also be called "Head" or "Lead" teacher) ..... ☐ →GO to Question 2

Assistant Teacher
(**i.e.**, persons working under the supervision of a teacher) ..... ☐ →GO to Question 2

2. At peak attendance times on a typical day, how many children of each age/grade group are present in your classroom? *(Put one number or a 0 in each blank.)*

Infants (0-12 months) ..... _____ children
Toddlers (13-35 months) ..... _____ children
Preschool-age (3-4 years old) ..... _____ children
Kindergarten-age (5 years old) ..... _____ children
School-age (over 5 years old) ..... _____ children

3. At peak attendance times on a typical day, how many adults **INCLUDING YOURSELF** are caring for the children in your group? ..... _____ adults

LANGUAGE AND COMMUNICATION

4. Are there children in your classroom who **DO NOT** speak **ANY** English (non-English proficient) or speak **ONLY A LITTLE** English (limited-English proficient)?

   ☐ Yes → GO to Question 5
   ☐ No → SKIP to Question 7

5. Are you able to communicate with non-English and limited-English proficient children in your classroom in the children's native/home language(s)?

   ☐ Yes → SKIP to Question 7
   ☐ No → GO to Question 6
   ☐ Yes *and* No, I can communicate with some and not with others → GO to Question 6

6. If you are not able to communicate with non-English and limited-English proficient children in your classroom in the children's native/home language(s), is there another teacher who can? *(Check only one box.)*

   Yes, another teacher in the classroom ..... ☐
   Yes, another teacher in the center ..... ☐
   No ..... ☐

7. Are there parents of children in your classroom with whom you cannot directly communicate because of language? *(Check only one box.)*

   Yes ..... ☐
   Yes, but I can communicate through another staff person ..... ☐
   No ..... ☐

HOURS OF WORK AND TIME ALLOCATION

8. How many **PAID** hours do you work, on average, each **WEEK** at your job? ..... _____ hours / week

9. Please estimate all time (paid and unpaid) spent on activities for the center during your last full work week. Include work hours as well as on-your-own time.

Activity	Total hours (paid and unpaid combined) per week spent on this activity
a. Direct instructional services to children	_____ hours / week
b. Preparing for instruction	_____ hours / week
c. Consulting/Counseling with children and/or their families	_____ hours / week
d. Program coordination/administration/consulting with staff	_____ hours / week
e. Other activities (please specify):_____	_____ hours / week
f. **Total hours per week on work activities** (Add a - e)	_____ **total hours / week**

10. In the past month, approximately how many hours did you spend providing **ON-THE-JOB-TRAINING** to new staff? ..... _____ hours / month

HOURS ALLOCATION *continued*

11. In the past month, approximately how many hours did you spend **INTERVIEWING OR RECRUITING** new staff? . . . . . _____ hours / month

12. Some child care workers spend their own money on classroom, instructional, and other materials. How much, if any, of your own money do you spend **WITHOUT REIMBURSEMENT** on materials in a typical **MONTH**? . . . . . $ _____ / month

TRAINING AND EXPERIENCE

13. What is the highest level of education you have completed? *(Check only the highest level completed.)*

- Some high school . . . . . ☐ → SKIP to Question 16
- High school graduate or GED . . . . . ☐ → SKIP to Question 16
- Some college courses but no degree . . . . . ☐ → SKIP to Question 16
- Two-year college degree (Associate's degree) . . . . . ☐ → SKIP to Question 16
- Between two and four years of college courses but no Bachelor's degree . ☐ → SKIP to Question 16

- Four-year college degree (Bachelor's degree) . . . . . ☐ → GO to Question 14
- Teaching certificate (Bachelor's degree + 1 year of college) . . . . . ☐ → GO to Question 14
- Some graduate school . . . . . ☐ → GO to Question 14
- Master's degree (**e.g.**, MA, MS, MBA) . . . . . ☐ → GO to Question 14
- Professional or doctorate degree (**e.g.**, JD, PhD, EdD) . . . . . ☐ → GO to Question 14

14. Please indicate the college from which you earned your Bachelor's degree.

_____ _____
College **State (or Province)**

15. What was your major field of study for the highest degree received?

- Early Childhood Education . . . . . ☐
- English . . . . . ☐
- Fine and Applied Arts (**e.g.**, Music, Design) . . . . . ☐
- Foreign Languages . . . . . ☐

- General Education (**e.g.**, Elementary and Secondary) . . . . . ☐
- Mathematics . . . . . ☐
- Natural Sciences (**e.g.**, Biology, Chemistry, Geology, Physics) . . . . . ☐
- Psychology/Human Development . . . . . ☐
- Other Social Sciences (**e.g.**, History, Sociology) . . . . . ☐

- Special Education . . . . . ☐
- Other (please specify):

_____ . . . . . ☐

16. Please indicate the specialized education or training you have received in early childhood education (ECE). *(Check all that apply.)*

- ☐ No specialized training in early childhood education (ECE)
- ☐ In-service workshops at my center
- ☐ Workshops in the community
- ☐ Workshops at professional meetings

- ☐ Courses in high school
- ☐ Courses in vocational school
- ☐ ECE courses in a community college
- ☐ Child Development Associate (CDA) credential

- ☐ Children's Center Permit
- ☐ College ECE certificate
- ☐ AA in ECE or child development
- ☐ Courses in a four-year college

- ☐ BA/BS in ECE, child development, etc.
- ☐ Graduate level course
- ☐ Graduate degree in ECE, child development, etc.

Other (please specify):

- ☐ _____
- ☐ _____

17. Have you participated in any continuing education or training relevant to your job in the last **12** months?

☐ Yes → GO to Question 18
☐ No → SKIP to Question 21

18. Which of the following best describes the continuing education or training you received in the last **12** months that was relevant to your job? *(Check all that apply.)*

- ☐ In-service workshop(s)
- ☐ Offsite workshop(s)/professional meeting(s)
- ☐ Community college course(s)
- ☐ Four-year college or university course(s)
- ☐ Graduate level course(s)

19. Have you received 15 clock hours or more of early childhood related training in the last **12** months?

☐ Yes → GO to Question 20
☐ No → SKIP to Question 21

20. Did you receive college credit for any part of the early childhood related training?

☐ Yes
☐ No

TRAINING AND EXPERIENCE *continued*

21. Do you feel you have sufficient access to child care and development training opportunities in your community?

☐ Yes → SKIP to Question 23
☐ No → GO to Question 22

22. What problems are there with your current training opportunities? *(Check all that apply.)*

My community does not have enough courses or workshops ..... ☐
The cost of training is too high ..... ☐
The quality of existing training is not good ..... ☐
Most opportunities are offered during the day. It is difficult to take time off from work for daytime training ..... ☐
I am unable to leave my family to receive training ..... ☐
Other (please describe):

_____
_____
_____
_____

23. Are you familiar with the following professional development opportunities available in California? *(Check all that apply.)*

Early Childhood Mentor Teacher Program ..... ☐
California Child Development Loan Assumption Program ..... ☐
California Child Care and Development Consortium ..... ☐
High Scope Training ..... ☐
Program for Infant/Toddler Caregivers ..... ☐

24. How many total years (to the nearest half year) of experience have you had working in the child care field? *(Write 0 if none.)*

Total years	**Full-time** (35+ hrs per week)	**Part-time** (Less than 35 hrs per week)
as an administrative director	_____ years	_____ years
as a teacher/director	_____ years	_____ years
as a teacher	_____ years	_____ years
as an assistant teacher	_____ years	_____ years
Years in this center	_____ years	_____ years
Years in this center with your current job title	_____ years	_____ years

25. Indicate to which, if any, professional associations/organizations you belong. *(Check all that apply.)*

National Association for the Education of Young Children (NAEYC) .. ☐
Local AEYC Affiliate ..... ☐
Local or national Worthy Wage Campaign ..... ☐
Other group (please specify):
_____ ..... ☐
_____ ..... ☐

COMPENSATION AND BENEFITS

26. How much do you **CURRENTLY** earn? *(To estimate an hourly wage, divide gross earnings for each pay period by the number of paid hours worked during that time.)* ..... $ _____ per hour

27. What did you earn when you **STARTED** working in this center? ..... $ _____ per hour

28. During your employment in this center, have you received a pay raise?

☐ Yes → GO to Question 29

☐ No → SKIP to Question 31

29. When did you receive your last pay raise? ..... _____ / _____
month year

30. How much was your pay raise per hour? ..... $ _____ per hour

31. Do you have health insurance from any source?

☐ Yes → GO to Question 32

☐ No → SKIP to Question 43

32. From what source(s) do you receive health insurance? *(Check all that apply.)*

Your job with this center (insurance plan or other funding for health care) ... ☐
Spouse (includes spouse's employer, retirement fund, affiliations, etc.) ..... ☐
An association or organization ..... ☐
A plan that you purchase without assistance from any source ..... ☐
Medicaid ..... ☐
Other (specify):_____ ..... ☐

33. Does your health insurance cover you **AND** dependents?

☐ Yes

☐ No

34. What type of coverage does your health insurance plan offer? *(Check all that apply.)*

Major medical insurance ..... ☐
Routine visits ..... ☐
Prescription drugs ..... ☐
Preventative medical services (e.g., health education, medical testing, etc.) .. ☐
Dental ..... ☐
Vision ..... ☐
Life insurance ..... ☐

35. How much do you pay per month out of your own pocket to cover your health insurance premium?

$0	☐
$50 or less	☐
$51 - $100	☐
$101 - $150	☐
$151 - $200	☐
$201 - $300	☐
$301 or more	☐

36. Do you have an annual deductible that you must pay before your health insurance will cover costs?

☐ Yes → GO to Question 37
☐ No → SKIP to Question 38

37. How much is the deductible each year? ..... $ _____ per year

38. Do you pay an additional fee (**i.e.**, co-payment) each time that you visit a doctor, nurse practitioner, or other medical professional?

☐ Yes → GO to Question 39
☐ No → SKIP to Question 40

39. Typically, how much is the additional fee for medical visits? ..... $ _____ per visit

40. Do you pay an additional fee each time that you fill a prescription?

☐ Yes → GO to Question 41
☐ No → SKIP to Question 42

41. Typically, how much is the additional fee for prescriptions? ..... $ _____ per prescription

42. If you could change anything about your health coverage, what would it be?
(AFTER answering, SKIP to question 44.)

_____
_____
_____
_____

COMPENSATION AND BENEFITS *continued*

43. If you do not have health insurance coverage, what are you most likely to do when you become ill and suspect that you require treatment and/or prescription drugs? *(Check only one box.)*

- Go to doctor for treatment ☐
- Go to emergency room for treatment ☐
- Try to recover without medical treatment ☐
- Other (please describe): _____

44. Do you receive reduced child care fees as a benefit of your employment at this center?

- ☐ Yes → GO to Question 45
- ☐ No → SKIP to Question 46

45. About how much do you save per month as a result of the reduced child care fee benefit? ..... $ _____ per month

46. Do you receive financial assistance to cover fees for workshops, conferences, or other professional development activities?

- ☐ Yes
- ☐ No

PERSONAL BACKGROUND

We are asking questions about your personal background to learn more about the characteristics of the work force in the field of child care.

47. You are:
- ☐ female
- ☐ male

48. What is your date of birth? ..... _____ / _____ / _____
month date year

49. We ask about ethnicity and marital status to determine how closely people in the child care profession represent the overall population. Please indicate how you identify yourself.

- African-American ☐
- Caucasian ☐
- Asian/Pacific Islander ☐
- Latino/Hispanic ☐
- American Indian/Alaskan Indian ☐
- Other (please specify): _____ ☐

50. What is your marital status?

- Single ☐
- Married or living with a significant other ☐
- Divorced or separated ☐
- Widowed ☐

51. How many children (including birth, adopted, foster, or stepchildren) live with you full-time or part-time? *(If none, write 0 and skip to question 57.)* _____ children

52. Indicate the number of children listed above who fall into the following age categories. *(Put one number or a 0 in each blank.)*

- Infants (0-11 months) _____ children
- Toddlers (12-35 months) _____ children
- Preschool-age (3-4 years old) _____ children
- Kindergarten-age (5 years old) _____ children
- School-age (6-12 years) _____ children
- 13 - 18 year _____ children
- Over 18 years _____ children

(Note: total should equal the answer to question 51)

53. Are any of your children cared for in the child care center in which you work?

- ☐ Yes → GO to Question 54
- ☐ No → SKIP to Question 56

54. How many of your children are cared for in the center in which you work? _____ children

55. Are you planning to continue working in this center after your children are no longer receiving care in the center in which you work?

- ☐ Yes
- ☐ No

56. How much do you pay in total for child care for all of your own children each week? *(If you do not have child care expenses, write 0.)* $ _____ per week

57. Do you currently hold another job to supplement your child care income?

- ☐ Yes → GO to Question 58
- ☐ No → SKIP to Question 62

58. How many hours per week do you work at your second job? _____ hours / week

59. What is your pay rate at your second job? ..... $ _____ per hour

60. Is your second job in the child care field?

☐ Yes → SKIP to Question 62

☐ No → GO to Question 61

61. What is your other occupation? ..... _____

62. Last year, what was your **TOTAL** household pre-tax income?

Under $10,000 ..... ☐
$10,000 - $14,999 ..... ☐
$15,000 - $19,999 ..... ☐
$20,000 - $24,999 ..... ☐

$25,000 - $29,999 ..... ☐
$30,000 - $39,999 ..... ☐
$40,000 - $49,999 ..... ☐
$50,000 - $59,999 ..... ☐

$60,000 - $64,000 ..... ☐
$65,000 and above ..... ☐

63. Is there at least one other adult in your household contributing income?

☐ Yes

☐ No

64. Have you heard of the earned income tax credit?

☐ Yes → GO to Question 65

☐ No → SKIP to Question 66

65. Will you claim the earned income tax credit on your 1995 tax return?

☐ Yes

☐ No

66. If you leave this job, you would **MOST LIKELY:** *(Check only one.)*

- Take a job in another child care center ☐
- Take a job in an elementary school ☐
- Open a family child care home ☐
- Go to school ☐
- Not look for another paid job ☐
- Other (please describe):

_____
_____
_____
_____

67. What would you recommend to upgrade the child care profession?

_____
_____
_____
_____
_____
_____
_____

GO TO NEXT PAGE

CONTACT INFORMATION

68. We are interested in contacting each staff member that we have surveyed at a later date to study turnover. We would like you to provide us with your name, address, and phone number so we can contact you even if you are no longer working at this center. Please also supply the name, address, and phone number of someone who will be able to contact you in case you have moved.

YOUR NAME: _____

ADDRESS: _____

_____

_____

PHONE: _____

CONTACT NAME: _____

ADDRESS: _____

_____

_____

PHONE: _____

+·+·+·+·+·+·+

Thank you for taking the time to complete this survey.

This information will be used to guide the development of state policy related to the improvement of compensation arrangements for the California child care work force.

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